The Journal of Parliamentary Information

VOLUME XII 1966/1888 SAKA

Principal Contents

PARLIAMENT'S HOMAGE TO LAL BAHADUR SHASTRI

ADDRESSES AND ARTICLES

Jawaharlal Nehru's Portrait Unveiled : Excerpts from Speeches.

Working of the Public Accounts Committee.

Prime Minister as a Member of the Lower House : Position in various Countries.

SHORT NOTES

RECENT LITERATURE OF PARLIAMENTARY INTEREST

LOK SABHA SECRETARIAT
NEW DELHI

THE JOURNAL

OF

PARLIAMENTARY INFORMATION

Editor: S. L. SHAKDHER

The Journal of Parliamentary Information is published once every year.

The views expressed in the signed articles are those of the contributors. Original articles appearing in this Journal may be reproduced provided acknowledgment is made. A copy of the publication in which an article is so reproduced should also be sent to the Editor.

All correspondence with regard to subscription and sale should be addressed to the Sales Section, Lok Sabha Secretariat, New Delhi.

Price per copy Rs. 3

The Journal of Parliamentary Information

VOLUME XII 1966/1888 SAKA

CONTENTS

PAGE

PARLIAMENT'S HOMAGE TO LAL BAHADUR SHASTRI 1

ADDRESSES AND ARTICLES

Portrait of Shri Jawaharlal Nehru Unveiled—Speeches of President Radhakrishnan and Sardar Hukam Singh 3

Working of the Public Accounts Committee—Excerpts from Addresses at the Third Conference of Chairmen of Public Accounts Committees 8

Prime Minister as a Member of the Lower House : Position in various Countries *by* S. L. Shakdher. 15

Estimates Committee of Lok Sabha—A Review of Reports presented during the period 1950—57 (8). 21

SHORT NOTES

(a) Parliamentary Events and Activities. 45

(b) Procedural Matters 50

BOOK REVIEW

Financial Committees of the Indian Parliament—A Study in Parliamentary Control over Public Expenditure *by* Dr. R. N. Aggarwala (S. Chand & Co., New Delhi, 1966) . . . 58

RECENT LITERATURE OF PARLIAMENTARY INTEREST 61

APPENDICES 68

1464 (C) LS—1.

Parliament's Homage to Lal Bahadur Shastri

It was in the early hours of January 11, 1966, at Tashkent, the capital of Uzbekistan in the Soviet Union, barely a few hours after he had signed the Tashkent Declaration that Prime Minister Lal Bahadur Shastri passed away after a heart attack. While the world was rejoicing at the successful outcome of the difficult talks at Tashkent, the news of the sudden passing away of Shri Shastri came as a shock and surprise. India was stunned over this grievous loss and so was the entire world. A great man essentially dedicated to ways of peace had sacrificed himself at its altar.

In June 1964, when Lal Bahadur Shastri succeeded to the high office of the Prime Minister, he accepted a position difficult to fill in the wake of his great and illustrious predecessor Jawaharlal Nehru. He was not cast in the heroic mould. He was basically a simple man, a man of the people. The significance of his leadership lies, therefore, in the fact that in an incredibly short time Lal Bahadur Shastri not only proved himself equal to the great tasks of his office but won the hearts and confidence of his countrymen. During his tenure the nation acquired a new confidence.

Combining genuine gentleness with a firmness which was equally convincing, Lal Bahadur showed boldness, courage and determination in tackling complex and difficult situations. While compromising and resilient by nature, he was unyielding on basic issues.

Democratic in spirit, tolerant and liberal, the late Prime Minister always chose the democratic means in dealing with all problems and remained consistently so. His respect for the parliamentary institutions was deep-rooted as was his faith in the democratic processes. While in the House, he showed utmost respect to the Chair and his answers to questions were considered and informative. He listened to criticisms of his policies with dignity, patience and tolerance and replied to them without rancour. By his transparent sincerity, his gentle persuasive methods, his spirit of conciliation and compromise won him the confidence of all sections of the House. The happy convention of frequent consultations with the leaders of opposition on all important matters so as to arrive at national decisions rather than party decisions was his innovation.

A man of personal goodness, Lal Bahadur brought the same standards of modesty, simplicity and decency into his public life which so noticeably infused his personal dealings.

As a devout follower of Gandhiji and a close associate of Jawaharlal Nehru, Lal Bahadur lived for peace and died in pursuit of it.

Lal Bahadur's soft speech and gentle manners concealed the strong will, high intelligence and intense dedication of a man brilliantly suited to lead the largest democracy of the world through many of its severest trials and tribulations.

Lal Bahadur has passed into history. His achievements are a monument to his political genius. The last and perhaps the greatest of these was the Tashkent Declaration. The signing of this historic document was the crowning glory of his career. Future historians will remember this 'little great man' as a statesman who not only worked for the good of his own country but also

strived consistently for peace and prosperity of the world in general.

When Parliament assembled for its Budget Session on February 14, tearful homage was paid in both Houses to the late Prime Minister. In Lok Sabha, Shrimati Indira Gandhi, the new Prime Minister, described him as "a very kind-hearted and peace-loving man" who, when time for war came, did not hesitate in giving a bold and courageous lead to the country resulting in its increased strength and unity.

Mr. Speaker Hukam Singh rose with "a very heavy heart full of sorrow and grief" to make a reference to the sad and sudden demise of Lal Bahadur Shastri who "had only eighteen months to guide the destinies of the nation, with sagacity and wisdom and sincerest devotion". "Risen from the common man", said Mr. Speaker, "Lal Bahadur proved to be an uncommon selection and provided testimony to the basic soundness of our Constitution that all had equal opportunities and the lowest could become the highest".

Referring to the various capacities in which the late Prime Minister served the country with devotion and integrity, Mr. Speaker said his "example of service will always be before us to guide us". He added: "As a man he was modest and unassuming to the core; large and magnanimous in spirit and a patient listener. He had the capacity and tact to persuade divergent political views to a consensus. As the Leader of the House, whenever he spoke, he disarmed his adversaries by his gentle, humble but simultaneously firm and persuasive arguments".

In Rajya Sabha, the Leader of the House, Shri M. C. Chagla, while paying his homage, described Shri Shastri as "a great Prime Minister, a humble and lovable man and a great servant of the country". Modesty and humility were his greatest virtues, Shri Chagla said and added: "He was not wedded to any ideology nor was he a victim to any ideology but all his actions were in the direction of helping the lot of the poor man, the common man, in this country. He did not care how his actions reacted on any ideology or any dogma or doctrine".

The Chairman, Dr. Zakir Hussain, felt that because of Lal Bahadur Shastri's "guiding and permeating influence" being no more available, the Parliament and the country's political life had become poorer. His extreme simplicity, his friendly smile, and above all his direct and soft speech were infectious qualities, he said. His greatest quality perhaps, Dr. Zakir Hussain thought, was "his receptivity, a readiness to listen to the other man's point of view, and a willingness to share his own thoughts with others, so that the maximum good may result by mutual discussions". While Gandhiji led the nation to independence and Jawaharlal Nehru laid the foundation for sustaining that independence, said the Chairman, "it fell to Lal Bahadur Shastri to consolidate and unite resurgent India so that we, as a nation, may live in honour and peace, uninhibited by fear or threats of aggression". That during his eighteen months of stewardship of the country, we attained a stature and position of high respect among the nations of the world is today a fact of political history, he added.

Similar feelings were expressed by leaders of all parties and groups in both Houses when they paid touching tributes to Shri Shastri's memory. The late Prime Minister was variedly described by them as "a rare man", "a quiet and self-effacing man" and "a great administrator".

Shri Shastri had won for himself universal love and respect. Messages of condolence poured in from abroad and within the country in large numbers and eloquent and moving tributes were paid to his memory in State Legislatures in the country and in the Parliamentary assemblies all over the world.

Portrait of Shri Jawaharlal Nehru unveiled in Central Hall

[*The portrait of late Shri Jawaharlal Nehru, the first Prime Minister of India, was unveiled in the Central Hall of Parliament House by the President, Dr. S. Radhakrishnan on May 5, 1966. The portrait, a labour of love, was painted by the reputed artist, Shri S. Roerich, for the Parliamentary Committee on Portraits and Statues. On behalf of this Committee, it was presented by Shri Raghunath Singh and was accepted, on behalf of both Houses of Parliament, by the Speaker of Lok Sabha, Sardar Hukam Singh.*

Shri Raghunath Singh, Sardar Hukam Singh and Dr. Radhakrishnan spoke on the occasion.]

Shri Raghunath Singh*: Mr. President, Hon. Members of Parliament and Gentlemen, on May 27, 1964, when the mortal remains of Panditji were not even disposed of, the honourable Members of Parliament assembled in this very Central Hall and resolved that a portrait of Panditji be installed at the place where it is going to be unveiled today. It was also decided that the expenditure on the portrait would be borne by the Members of Parliament themselves. A collection to the tune of Rs. 10,700 was made for the purpose and the amount was handed over to the Parliamentary Committee on Portraits and Statues. Thereafter the Committee made contacts with the Indian artists in this connection.

Ultimately, a great artist of this world, Shri Roerich, expressed his willingness to present a portrait to the Committee free of cost. The Committee accepted the offer with gratitude. This portrait would ever remain a symbol of his toil, his single-minded devotion to art and his affection for Panditji.

The portrait will remind the future Members of Parliament of the great leader who paved the way of parliamentary system by setting up healthy democratic traditions in this country. The affection which the Members of Parliament have for their leader is incomparable. His illustrious memory would be a source of inspiration to this Parliament for all times to come. And I believe this stream of affection of the Members of Parliament will nurture the sapling planted by him.

Mr. Speaker, please oblige us by accepting this portrait presented by the Parliamentary Committee on Portraits and Statues.

The Speaker (Sardar Hukam Singh): Mr. President, Mr. Vice-President, Mr. Prime Minister and Friends, I must at the outset convey my gratitude to the Members of both Houses of Parliament, who thought of having a portrait of Jawaharlal in this Hall. Irrespective of party affiliations, Members felt happy in making voluntary contributions and thus more than Rs. 10,000 were collected. The Parliamentary Committee on Portraits and Statues commissioned half a dozen renowned

*The speech was originally delivered in Hindi.

artists to prepare miniature portraits in the first instance. Besides these specially commissioned artists, a few others also sent in their productions for selection by the Committee. The Committee selected one artist and asked him to prepare the full size portrait. It was unfortunate that the artist came forward with fresh conditions which could not be accepted and the offer had to be withdrawn. It was sheer good luck that Shri Roerich came forward and offered to do the portrait. It was no easy job to catch the spirit of a revolutionary, a fighter, a writer, a true democrat, an ardent lover of peace, a sincere friend of the low and the down-trodden, without fear of and hatred towards anyone, a prince among men, in a form made of drawing and colours. But Shri Roerich has succeeded to a very large extent in doing this wonderful job. This was a labour of love with him and he has given us a magnificent piece of art and skill. We are all extremely grateful to him and wish him and his wife happy, healthy and prosperous life.

Most of us assembled here have had the good fortune of being associated in some way or the other with Jawaharlal Nehru in the pursuit of his multifarious activities, and many of us must have been influenced by his dynamism. It is only about two years that cruel fate snatched him away from our midst. Jawaharlal has left a rich legacy to us in every sphere of activity. Indeed, he was one of the illustrious figures of our generation, an intellectual and a great statesman recognised and acknowledged not only in this country but in the whole world. His services to the cause of freedom are memorable. As a fighter, he was foremost; as a builder of modern India, his services were monumental.

Jawaharlal's dedicated life and devotion to the country had profound influence on the nation's mental make-up, intellectual development, social and economic structure. He was an inspiration to our people for he managed to keep the country and our people united. He gave them a sense of direction. Jawaharlal had created urges in the Indian masses, raised their hopes and set before them a goal and a vision. No doubt, he was one of the purest symbols of Asian renaissance.

Gandhiji led a peaceful revolution and got India freedom but Nehru built a State, a magnificent edifice, that is the India of today. There was no cause worth the name that Jawaharlal did not espouse. He was intimately identified with all that is best in modern India and all that is representative of her. Inside the Legislature, Jawaharlal functioned as a leading Member, the guiding star, so to say, in the Constituent Assembly, in the Provisional Parliament and subsequently in the regular Parliament itself. For seventeen years that he was Prime Minister of the country, he strengthened the edifice of parliamentary government in an extraordinary manner and as an immaculate parliamentarian himself, his deep reverence for democratic traditions and institutions helped to stabilise democracy in India. He had the utmost regard for the decorum of the House and was extraordinarily particular about his attendance in the House.

India's success as a political democracy, her progress towards industrialisation, her maturity as a nation, are, in a large measure, the product of Nehru's genius and vision. The Indian democracy today, the world's largest, represents Jawaharlal's major imprint in our era. It is not just as a leader of India that he has served humanity. Perhaps more than any other world leader, he had given aspirations to man's yearning for peace. He hated war and loathed the instinct of fear which caused the war.

He worked for abolition of nuclear weapons which meant death to millions and disease and mutilation to many more. Peace was Jawaharlal's passion and he believed that it was essential to the growth of humanity and, therefore, he struggled constantly for world peace. Though he is no more with us, he will be ever remembered for the qualities he possessed and the ideals he cherished. India and the world owe Jawaharlal a great debt. He reaffirmed the belief which we all should have in the supremacy of the spirit. He practised the faith which we all profess in human brotherhood. He talked again and again of the essential importance of a scheme of values and the maintenance of moral standards in public as in private life.

It is proper for us to keep green the memory of those whom we have followed and succeeded, and to pay homage to the founders and builders of our national life.

It is in the fitness of things that a portrait of our beloved leader Jawaharlal Nehru should adorn one of the panels of this Hall as a token of our remembrance, love and respect for him.

I have no doubt, Mr. President, that the portrait which you will presently unveil will remind generations of our countrymen of the great, rich and abundant life of Jawaharlal Nehru, a life of service and dedication to human values.

May I request you, Mr. President, now to unveil the portrait?

The President (Dr. S. Radhakrishnan): Friends, it is nearly two years since that great leader left us. He shared the excitement, the scientific and the technological, of our times, and he felt that it was by the application of science and technology that we would be able to raise the condition of our people from poverty, social misery, so much of injustice, etc. These are not the things with which we have to live for a long time. They must be rooted out as soon as possible. Science and technology happen to be the remedies by which we could do so.

Science again gives us the spirit of freedom and tolerance. Science and its adventure and its empiricism are not consistent with social or religious dogmatism. It makes for a free society, a society in which all the individuals are raised to a higher level and practise democracy and not merely talk about it. If that is to be done, you require the application of science and technology.

He was a great believer in these things. And many of the scientific academies which we have in the country bear witness to his love for science and technology. There is an unspoken sense of fraternity when you talk about science. It binds the whole world together. There is nothing parochial or national about science. In the 17th century you find that men like Kepler, Newton, Galileo, and Copernicus worked together. And when the nuclear bomb was being devised in America, German, Italian and other scientists also co-operated in this particular endeavour. It is, therefore, a sense of fraternity that science induces in us if we trust it with all our heart.

Jawaharlal felt that while science was bringing about a united world, immediately after the Second World War, we had things like the cold war, the armaments race, the menace of nuclear bombing etc. He was horrified by those things, and adopted a policy of non-alignment. This non-alignment is an antidote to the dangerous precedents of the Dulles' years immediately after the Second World War. It has promoted dialogue between the two great super-Powers, the Soviet Union and America. And if we have the partial nuclear test ban treaty,

it is to no small extent due to the work done by Jawaharlal himself.

It is a common saying to which he himself lent some support when he said, "I am a queer mixture of East and West, out of place everywhere and not at home anywhere". It is a thing which he said, but the next sentence says, "India clings to me as she clings to all her children in innumerable ways. I am first and foremost an Indian." You find there that India is something which is irreplaceable for him.

I remember an occasion when I was accepting the portrait of Shri Aurobindo in Rashtrapati Bhavan, and he was by my side. We asked him to shut his eyes for ten minutes, which he duly did. And after the ten minutes were over, when the chanting of a hymn started, he opened his eyes, and it was my privilege to say a few words on an early passage of the *Upanishads* which is scientific in character. The question is raised: What is the nature of ultimate reality? The answer is given: Is it matter, is it life, is it mind, is it intelligence or is it spiritual freedom?—*Anna, Prana, Manas, Vijnana, Ananda.* We talked about it. I said that there was a fundamental structure in the universe, a principle which governs everything here, a principle which makes us look upon the world as an ascent from emptiness to meaning. That is what the world is. You will find here it is not a mere chaotic or capricious juxtaposition of events, but there is something sound and there is something which is progressive; there is a natural unfolding which makes for something higher and higher. So, from elemental matter we got on to what is called spiritual freedom. It is the ground and the goal of evolution, it is the beginning and the end of existence.

Well, when he came out, he said, "This is science, this is religion, this is philosophy". It is science because we took an empirical outlook, we looked at the world and asked what is this world like, we never had any kind of dogma, we never equated any kind of authority, but we simply looked at the world and said it is there, gradually unfolding from one state to another; it is philosophy because the facts which you observe are interpreted by you; religion, because it tells us that man has to be surpassed, man as he is—an intellectual being puffed in his own pride, intoxicated with all his things, with all his victories, is not enough; we make out that man has to strive, strive progressively, unceasingly, to surpass himself, to expand his consciousness, to grow bigger in his mind. What is meant by religion is the growth of your conscious life. That is the meaning of religion. It is not worship, it is not devotion, it is that a particular idea by which you change your own nature, you become different from what you happen to be. Man has to be transformed, he has to be integrated. There are different sides in his nature which are conflicting, one with another; we are the victims of doubts, difficulties and discords. These things will have to be overcome. So, he said, "It is religion, it is philosophy, it is science."

Ten years ago we had the 2,500th anniversary of Gautama, the Buddha. We celebrated it in many ways, but the essence of it is: shun evil, love good, let your nature be controlled, hold sway over yourself. That is the way. Victory has to be won by intellectual and spiritual struggle; you have to overcome all the abnormalities in your nature which deform you; the stupidity, sensuality, selfishness, etc. which fetter human beings and make them what they are—if these things are to be overcome they have to be overcome only by perpetual struggle with your own nature: Man is a battlefield; they are the battle spots; we should try

to raise them all together. Religion is, therefore, the deepening of goodness in yourself. It is an attempt by which you let the dead bury the dead, redeem time and take it for eternity and make this world something worthy of humanity; that is the meaning of religion. He had that kind of religion. A deeply spiritual man, towards the end of his life, I used to meet him twice or thrice a week and we used to discuss not politics but these problems, fundamentals of philosophy and religion. It was true that he became much gentler in his nature and there was a little trace of a melancholic look at the little done and the vast undone: we have so much to achieve and so many things have to be accomplished in this country and time is running short. So, there was a trace of melancholy in him towards the end of his life. Yet a cheerful man, he always felt that there was no use of running away from the difficulties; you have to face them; that is the only way in which you can help your country to rise. He was a man of courageous leadership, of disciplined behaviour who gave to us the elementals of what we are now working on, trying to complete the tasks which he started. He fought for freedom till 1947; then he took up office and built up the face of New India which is still being built. What is built for ever is being built; it is going on and it is something which we have to do. It is a great thing for us to have his portrait here and, as the Speaker said, it is a gift of Roerichs. They had great admiration and affection for him and they made a gift of love to this assembly; we will think of them too. And let Jawaharlal's picture adorn this Hall for many, many generations and imbue us all with principles of disinterested selfless service.

The proper duty of a representative assembly in regard to matters of administration is not to decide them by its own vote, but to take care that the persons who have to decide them shall be the proper persons.

—JOHN STUART MILL

1464 (C) LS—2.

Working of the Public Accounts Committee

[*The third Conference of Chairmen of Public Accounts Committees was held at New Delhi on the 23rd and 24th April, 1966. Shri R. R. Morarka, Chairman of the Public Accounts Committee of Parliament, presided over the Conference. The Conference was inaugurated by Sardar Hukam Singh, Speaker of Lok Sabha. We reproduce below the important portions from the inaugural address by the Speaker and the Chairman's address on the opening day of the Conference.*—Editor.]

SPEAKER'S ADDRESS

FRIENDS,

Before we enter upon the business of the Conference, I am sure all of you would like to join me in paying tribute to the great architect of India's democracy and freedom—late Shri Jawaharlal Nehru and to his worthy successor late Shri Lal Bahadur Shastri who laid down their lives in quest of peace. Both of them had a deep and abiding respect for parliamentary institutions. Let us observe a minute's silence in memory of these two great departed leaders who were not only instrumental in bringing freedom to the country but also in laying deep foundations of democratic institutions and preserving the unity and integrity of the country.

It is my very pleasant duty to accord you a hearty welcome to this third Conference of the Chairmen of Public Accounts Committees.....As you are aware, the question of holding the conferences of the Chairmen of Public Accounts Committees and of the Chairmen of Estimates Committees was last discussed at the Conference of Presiding Officers held at Patna in January, 1964, when it was decided that such Conferences should be held once in the life time of a Lok Sabha *i.e.*, once in five years. This Conference has been arranged in pursuance of the above decision.

ROLE OF P.A.C.

The main function of the Public Accounts Committee is to ensure that money is spent in the manner intended by Parliament. Then it has to ensure that there are economies in spending the money and the Committee has also to see that a high standard of public morality in the financial matters is maintained. The nature of the control exercised by the Public Accounts Committee has been summarised by a distinguished student of Public Administration as follows:

> it is an expert control;
>
> it is primarily a financial control;
>
> it is a judicial control;
>
> it is a non-party control;
>
> it is a control the main effect of which is deteuent; and
>
> it is a control which though operating *ex-post-facto* is not a mere post-mortem.

It is well-known that the Reports of the Public Accounts Committee command great respect. The consciousness of the Administration that there

is a body which will scrutinise what has been done acts as a great check against any tendency towards slackness, negligence or arbitrariness on the part of the Executive. The detailed examination of the accounts by the Public Accounts Committee thus achieves an important aim of enforcing public accountability in the transaction of government business and thus leads to the improvement of general efficiency of the Administration. I need hardly emphasise the important role played in exercising healthy check on government expenditure by the Public Accounts Committee, which together with its sister financial committees, serves as the eyes and ears of the Legislature.

Conventions and Procedure

I should like to refer here briefly to some of the important conventions which have grown up since Independence in the functioning of the Public Accounts Committee:

(i) The Committee functions as a single team, irrespective of party affiliations of its members.

(ii) The Committee's Reports have always been unanimous.

(iii) The Committee's Reports are not discussed in the House. The Government Departments are required to intimate to the Committee what action has been taken on its recommendations.

(iv) All the information and documents required by the Committee, pertaining to the subject-matter under discussion are made available by Government Departments.

(v) When the Committee comes across cases requiring a detailed examination, it usually appoints a sub-Committee with specific terms of reference. The Sub-Committee, in the first instance, submits its findings to the main Committee. This procedure serves the dual object of saving the time of the Whole Committee and also facilitating the detailed scrutiny.

Hitherto, after the Comptroller and Audit-General had started giving his Audit Reports on Commercial Undertakings of the Government of India, the Public Accounts Committee had been examining them and presenting reports thereon. However, a new Committee on Public Undertakings has been constituted since 1st May, 1964 in pursuance of a Government Resolution adopted by the House. Its functions are to examine the reports and accounts of Public Undertakings and the reports of the Comptroller and Auditor-General thereon and to see whether in the context of their autonomy and efficiency, the affairs of the Public Undertakings are being managed in accordance with sound business principles and prudent commercial practices. The functions which hitherto belonged to Public Accounts Committee and Estimates Committee in relation to Public Undertakings have now been vested in this Committee. With the setting up of this Committee a vital step has been taken towards ensuring better and more effective parliamentary control over Public Undertakings . . .

Another important development since the last Conference held in 1959 is the fact that the Public Accounts Committee at the Centre has now been undertaking a systematic examination of the Finance Accounts of the Government of India including the Revenue position, Debt position etc. During the last four years the Committee has presented valuable Reports dealing with the Revenue Receipts of the Central

Government including Customs, Central Excise, Income-tax etc.

With the increase in governmental activities all round, the work of the Public Accounts Committee has also increased to a great extent. Apart from the conventional Audit Reports to which has been added in recent years the separate Audit Report on Revenue Receipts of the Union Government, the Committee has been examining the Accounts and separate Audit Reports on various autonomous bodies like the Khadi and Village Industries Commission, Tea Board, Coffee Board, Coal Board etc. of which the total number, I understand, is more than hundred.

RECOMMENDATIONS OF THE COMMITTEE

The Government are conscious of the importance attached by the House to the recommendations of the Public Accounts Committee and in consonance with the practice obtaining in the U.K., here also Government pay special attention to, and accept most of the recommendations of the Public Accounts Committee. There would be only a few cases where for various reasons, Government might not be in a position to implement the recommendation made by the Committee fully. This healthy response is no doubt due to the convention that the recommendations/conclusions of the Committee flow from the oral evidence and written information given to the Committee. The Reports are also verified factually by the Comptroller and Auditor-General before they are approved by the Committee and presented to the House.

I am glad to find that the Public Accounts Committee at the Centre have been working very hard and framing their recommendations/conclusions with great care and objectivity so as to command the largest consensus of opinion. Since the Committee eschew parochial and sectional interests and are inspired by truly national interests, working as a single team, their reports command respect and achieve the main objective of toning up the Administrative machinery.

So far as the Members of the Committee are concerned their work and experience in the Public Accounts Committee give them a practical knowledge and insight into the working of the Administration. The voluminous Reports of the Committee contain wealth of information. which enables the members to participate more effectively and usefully in various debates and discussions in the House and make constructive suggestions.

CHAIRMAN'S ADDRESS

MR. SPEAKER, FRIENDS,

With the passage of time, as the democratic institutions in the country become more mature. it is but natural that the responsibilities of the Public Accounts Committee should also increase. Further, there has been a substantial increase in Government expenditure due to the various Five-Year Plans. In the year 1951-52, *i.e.* in the first year of the First Five-Year Plan, the expenditure of the Government of India on Revenue and Capital account was Rs. 589 crores. It increased to Rs. 3,712 crores in the year 1964-65. Thus over a period of 14 years, the expenditure increased by Rs. 3,123 crores *i.e.* more than six-fold. With the expenditure increasing by leaps and bounds due to various development plans or otherwise, the chances of wasteful and nugatory expenditure have increased. It has also become very necessary to keep a watch over increase in expenditure so that the same is kept under check. With the increase in the public expenditure, the responsibilities of the Public Accounts Committee have also increased substantially. These responsibilities have

become more onerous, in view of the incidence of very heavy taxation in recent years to meet the pressing needs of defence and development.

Functions of P.A.C. and Method of Work

The prime function of the Committee is to examine (a) the Accounts showing the Appropriations of sums granted by Parliament for the expenditure of Government; (b) the annual finance accounts of Government; and (c) such other Accounts laid before Parliament as the Committee may think fit together with Reports of the Comptroller & Auditor General thereon.

Working Groups

To facilitate the examination of the various Accounts and Audit Reports, we appoint three or four Working Groups at the beginning of the term of the Committee. Working purely in an informal manner, these Working Groups do not present any reports of their own to the Committee. There are no specific terms of reference for these bodies, but certain common items of work are assigned to them. During the current year three Working Groups, *viz.* (i) Civil I and Railways Accounts, (ii) Civil II and Revenue Receipts, and (iii) Finance, P. & T. and Defence Accounts, have been formed on the basis of the options obtained from the Members of the Committee.

Further, within the Working Groups each Member has been allotted a separate subject to study the relevant materials and put questions to the witnesses at the time of examination of the Accounts and Audit Reports by the Committee.

Sub-Committees

During the course of evidence, if the Committee feels that some serious irregularities have been committed in a case which requires detailed examination, it may appoint a Sub-Committee having powers of the whole Committee. In 1964-65, the Committee appointed a Sub-Committee on Defence Services to consider certain matters connected with manufacture of a transport aircraft, repair and overhaul of aircraft in the Air Force, and purchase of tinned milk from abroad by the Defence Ministry. Similarly the Committee has this year appointed three Sub-Committees. The Sub-Committee on Export Promotion Schemes has undertaken a detailed examination of the operation of various Export Promotion Schemes. The Sub-Committee on Defence Services is examining certain deals regarding purchase of mules and horses from abroad. Another Sub-Committee is reviewing the action taken by Government on the outstanding recommendations of the Committee.

Expansion of Activities

From 1962-63, the activities of the Public Accounts Committee have expanded in some new directions. The Committee has undertaken examination of the Finance Accounts of the Government of India and the Audit Reports on the Revenue Receipts (*viz.* Customs, Central Excise Duties and Income-tax). Although the Rules of Procedure and Conduct of Business in Lok Subha provide for the examination of the annual Finance Accounts, it had not been possible earlier for the Public Accounts Committee to take up this work mainly because the compilation of these accounts had been considerably in arrears. These arrears have since been cleared. The Comptroller and Auditor General has also made arrangements from 1961-62 to conduct audit of Revenue Receipts on a permanent basis. The Public Accounts Committee has presented three Reports on Finance Accounts dealing with revenue position, debt position,

foreign aid, loans and advances by Government etc. The Committee has presented six reports on Revenue Receipts dealing with irregularities in assessment and collection of Customs, Central Excise Duties and Income-tax etc. Examination of the Audit Report on Revenue Receipts has revealed many interesting and new facets. Besides many cases of loss of revenue due to under-assessment, the Committee also came across cases where the Executive Government exceeded the powers delegated to them by Parliament in administering tax laws. In their latest report (46th Report—Third Lok Sabha), the P.A.C. have brought out certain cases where they have adversely commented on the dilution of Parliamentary authority by the executive fiat or to the non-carrying of intentions of Parliament as per the letter and spirit of law. The Committee have also adversely commented on the administration of tax laws in some cases where different officers sometimes give different interpretations of the law, with the result that the citizens may be taxed differently under the same statute. The Public Accounts Committee have thus looked into not only the cases of the losses of revenue, but have also taken exception to the dilution of the Parliamentary authority in the administration of tax laws.

Powers and Functions of C. & A.G.

Certain conflicting opinions had been expressed about the Powers and Functions of the Comptroller and Auditor General of India and the procedure adopted by him in auditing and reporting on the accounts of Government. The matter was raised in Parliament also. As it was desirable that there should be a clear appreciation of the scope of functions of such an important constitutional authority as the Comptroller and Auditor General, the Committee of 1962-63 examined this matter in some detail with reference to the constitutional and legal provisions as also to the practice obtaining in the matter in other democratic countries like U.K. and U.S.A. In this connection, reference is invited to the Committee's Fourth Report (Third Lok Sabha) which was presented in December, 1962.

Execution of New Works & Examination of Accounts

The Public Accounts Committee of 1962-63 examined in detail the question of fixing a limit for new works which could be executed only after obtaining Parliamentary approval. The Committee agreed that, subject to certain safeguards, Ministries should have the power to re-appropriate funds available within a sanctioned grant in such cases as civil works, P. & T. Works, roads, and communications and Civil Aviation works, which were estimated to cost less than Rs. 25 lakhs each, provided they did not constitute a 'new form of service'. Cases of works in these categories estimated to cost above this limit, they laid down, should be undertaken after obtaining a supplementary grant or an advance from the Contingency Fund. As one of the safeguards, the Committee also suggested that in all cases of re-appropriation of Rs. 10 lakhs and more, the prior approval of the Ministry of Finance should be obtained. The Committee also suggested for strict observance of the golden rule that "new works, which are novel or contentious, or which while, small at the outset, involve heavy liabilities in future years, ought not, save in very exceptional circumstances, be undertaken without previous authority of Parliament." In the interests of proper Parliamentary control over expenditure the Committee have also suggested that a detailed report should be made to Parliament regarding new works estimated to cost Rs. 10 lakhs or more each, which were not included in the original Budget but sanctioned during the

course of the financial year. The detailed observations of the Committee on this subject will be found in the 10th Report (Third Lok Sabha).

In accordance with a direction given by the Chair in Lok Sabha in April, 1960, the Ministry of Food and Agriculture (Department of Agriculture) furnished the Accounts of the World Agriculture Fair, which were also laid on the Table, for examination by the Public Accounts Committee. The Committee obtained the comments of the Comptroller & Auditor General thereon and thereafter examined the various Departmental witnesses in that connection. The Committee have commented on certain irregularities in this case in their 8th Report (Third Lok Sabha).

During the year 1965-66, the Committee had an opportunity of examining the Accounts and Audit Reports relating to the Government of Kerala. These Accounts and Audit Reports had been laid before Parliament consequent upon a proclamation issued by the President under Article 356 of the Constitution. As the Accounts and Audit Reports involved the various Departments of the State Government, the Committee felt that it would be more economical and convenient to hold the sittings at Trivandrum instead of at New Delhi.

Assistance rendered to Committee

The Comptroller & Auditor General and his officials attend the sittings of the Committee. He prepares a memorandum of more important points which he might like to commend for the special attention of the Committee. A day before the Committee commences examination of witnesses, officers of the Comptroller & Auditor General meet the Committee, for offering any clarification required by the Committee. He also helps the Committee in its examination of the witnesses and records by supplementing information and correcting the points wherever necessary.

The Secretaries of the Ministries concerned and the Financial Advisers, attached to them, assisted by other officers give evidence before the Committee. Further information, if any, required by the Committee as a result of examination of witnesses is furnished by the Ministry in the form of notes/memoranda, duly vetted by Audit and signed by the Secretary/Joint Secretary concerned.

There has been no case where any information has been withheld from the Committee on the grounds of secrecy. The Chairman of the Sub-Committee of P.A.C. on Defence Services (1964-65) was furnished even with certain top secret departmental reports.....

Implementation of Recommendations

The recommendations of the Committee are generally accepted by Government. In cases, where Government have reasons to disagree with a recommendation of the Committee the Government place their views before the Committee which may, if they think fit, present a further report after considering the views of Government in the matter. The Committee of 1962-63 decided to simplify the procedure regarding review of action taken by the Government on the recommendations contained in these reports. According to this simplified procedure, following the practice obtaining in U.K., comments/statements containing action taken on the recommendations of the Committee would be appended to the Report of the next year without any comments. However, selected recommendations of substantial nature

where it is felt that adequate action has not been taken by Government or which require reiteration will be dealt within a separate chapter of the Report itself. The Sub-Committee of the Committee of 1965-66 have reviewed a few cases, where in spite of repeated recommendations of the Committee, the matters have not been finalised by Government.

As far as possible, presentation of the Reports of the Committee is so timed that these are in the hands of the Members of Parliament, a few days before the discussion on the Demands for Grants relating to the Ministry concerned is taken up. This enables the Members to draw upon the reports of the Public Accounts Committee in the budget discussion.

Parliament is a deliberative assembly of one nation, with one interest, that of the whole—where not local purposes, not local prejudices ought to guide, but the general good, resulting from the general reason of the whole.

—EDMUND BURKE.

Prime Minister as a Member of the Lower House: Position in Various Countries

S. L. SHAKDHER

Secretary, Lok Sabha

That the Prime Minister should be a member only of the Lower House was the subject-matter of debate in Lok Sabha during the last Budget Session of Parliament, when a Private Members' bill seeking to amend the Constitution to that effect was discussed. The position obtaining in the various countries in this regard is given below:

United Kingdom

In the U.K., the office of the Prime Minister[1] has not been established by legislation; it is only conventional though its existence has been recognized by statutes.[2] The authority of the Prime Minister was firmly established only in the late nineteenth century by Disraeli and Gladstone, who made thorough use of the effects brought about by the Representation of People Acts and the development of Party System in Britain.[3]

It is a settled rule that the Prime Minister must be either a peer or a member of the House of Commons.[4] No peer has, however, been a Prime Minister after Lord Salisbury resigned in 1902. In 1923, a question was raised whether it was then possible for a peer to become Prime Minister. The illness of Mr. Bonar Law, the then Prime Minister, left King George V, with a choice between Lord Curzon, Foreign Secretary and Mr. Baldwin, Chancellor of Exchequer. The King chose the latter, both on personal grounds and because Mr. Baldwin was a member of the House of Commons. This was generally regarded as a decisive demonstration of the need for a Prime Minister to be in the House of Commons.

---

[1]The institution of Prime Minister, in the modern sense, first came into prominence in the U.K. with the Ministries of Sir Robert Walpole, 1721—1742, and William Pitt (the Younger) 1783—1801, and 1804—1806 It was brought about by a combination of several factors including royal confidence, pre-eminence among ministers, patronage as First Lord of the Treasury, and specially control of the House of Commons.—*See* Hood Phillips: *Constitutional and Administrative Law*, (3rd Edn.), 1962, p. 286.

[2]The Prime Minister is mentioned in the Treaty of Berlin, 1878; in a Royal Warrant of December 2, 1905, which gives him precedence next after the Archbishop of York; in the Schedule to the Exchequer Estate Act, 1917; in the Ministers of Crown Act, 1937; in the Physical Training and Recreation Act, 1937; in the House of Commons Disqualification Act, 1957; and the Chevening Estate Act, 1959.

[3]*Ibid.*

[4]In the 18th century, when British Cabinets were almost exclusively composed of peers, the leading Minister curiously enough was recruited most of the time from the House of Commons; in the 19th century, when Commons came to form the bulk of the Cabinet, the Prime Minister was, more often than not, a peer. But with the expansion of the franchise and the reduction in the powers of the Lords, notably by the "Parliament Act" of 1911, it became increasingly difficult for a peer to exercise the Premiership effectively. Recently Lord Home had to give up his peerage in order to take over the office of the Prime Minister on resignation of Mr. Macmillan.

Again in 1940, when Mr. Neville Chamberlain resigned the office of Prime Minister, suggestions were made that Lord Halifax should take over the Prime Ministership. Instead, Sir Winston Churchill was asked by the King to form the Government. Lord Halifax himself said in this regard that "he felt that his position as a peer, out of the House of Commons, would make it very difficult for him to discharge the duties of Prime Minister in a war like this. He would be held responsible for every thing, but would not have the power to guide the assembly upon whose confidence the life of every government depended".[5]

However, it has been felt that the Prime Minister should be a member of the House of Commons, since the parliamentary form of government envisages that the Prime Minister should, with his colleagues, be responsible to the House of Commons, and he should also be able to justify his policy in that House.[6]

The weight of present day opinion in the United Kingdom is in favour of the view that it is undesirable and impracticable for the Prime Minister to be a member of the Lords. To quote Ivor Jennings[7]:

> The Government owes a responsibility to the House of Commons alone. The composition of that House determines the nature of the Government. A vote in that House can compel the Government either to resign or to advise a dissolution. The Prime Minister is not merely chairman of the Cabinet; he is also responsible for the party organisation. That organisation matters in the House of Commons and does not matter in the House of Lords. Even when the Government has a majority in the House of Lords, the effective decisions are taken in the lower House. An amendment to legislation is generally accepted in the House of Lords by the Government only *ad referendum*. It is, in practice, essential that the Prime Minister should have his finger on the pulse of Parliament; and that is in the House of Commons. The most important reason is, however, that the Opposition would insist on having the Prime Minister in that House in order that he could be cross-examined and criticised. He, in his turn, would want to be in that House in order that he might defend himself and his Government in the form in which he was most strongly attacked.

Canada

In Canada, a convention has been established that all members of the Cabinet must either have seats in Parliament, which has an Upper House styled the Senate, and the House of Commons, or secure seats within a short time. There is also a convention that all Ministers in charge of departments of Government should normally be Members of the House of Commons. Ministers without Portfolio can be members of either House.

Following established precedent or convention, the Cabinet is always responsible to the House of Commons. When the Cabinet (the Government) suffers a defeat on a Government Bill, or a vote of censure or on a motion of want of confidence in the Commons, the existing Government or Cabinet

---

[5] *See* Winston Churchill: *The Second World War* (2nd Ed.) Vol. I, p. 597.

It may be mentioned that the Ministers of the Crown Act, 1937, as amended, provides in effect that at least three ministers in addition to the Lord Chancellor and a number of Parliamentary Secretaries must be in the House of Lords. On the other hand, certain offices are usually held by members of the House of Commons. Since the House of Commons has sole responsibility for finance, the Chancellor of the Exchequer, the Financial Secretary to the War Office must be in that House. This did not apply to the First Lord of the Treasury, who was usually the Prime Minister. Under the Ministers of the Crown Act, 1937, the Prime Minister must be the First Lord and this implies that the First Lord must be in the House of Commons. *See* Ivor Jennings : *Cabinet Government* (3rd Edn.), 1959, p. 70.

[6] *Ibid*, p. 21.

[7] *Ibid*., p. 24.

must either resign or request a dissolution from the Governor-General. If it resigns, the Governor-General may call on the leader of the Opposition in the Commons to form a new Government.[8]

Ireland

In Ireland, where the Parliament has two Houses, *viz.*, a House of Representatives called *Dail Eireann* and a Senate called *Seanad Eireann*, the Prime Minister is appointed by the President and must be a member of *Dail Eireann*.[9]

Australia

In Australia, the Prime Minister has no constitutional but only a rare statutory recognition. The Constitution carries no reference to the party which he leads at elections, to the majority party which he leads in the House of Representatives, or to the team which he leads as a Cabinet. The Governor-General sends for the party leader who has the best prospect of forming a Cabinet backed by a stable majority in the House with a view to commissioning him as Prime Minister. The other House of Parliament is known as the Senate.[10]

France

In France, the President of the Republic appoints the Prime Minister and upon the latter's approval, the other members of the Cabinet.[11] The Government is responsible to Parliament which comprises the National Assembly and the Senate, and can be overthrown by a vote of censure or a vote of no-confidence.[12] Under the Constitution, membership in the Cabinet is incompatible with a seat in Parliament, as well as with any function of professional representation on a national level, or any public employment or any other professional activity. A member of Parliament who enters the government must give up his seat in either House.[13]

West Germany

In West Germany, the Federal Chancellor (*Bundeskanzler*, Prime Minister) is nominated by the Federal President and must be elected without debate by the *Bundestag*, which is the Lower House of the federal legislature, the Upper House being *Bundesrat*. If the person so nominted is not elected, the *Bundestag* may, two weeks later, elect a Federal Chancellor without presidential nomination, but to be successful, a candidate must receive an absolute majority of votes. If there is still no Chancellor, another ballot is taken in which plurality is sufficient. In the latter case, the Federal President may either appoint him or dissolve the Bundestag, in which case, new general elections must be held.[14]

---

[8] *Canada Yearbook* 1963-64, pp. 67-68.

[9] Constitution of Ireland 1937, Arts. 28·1 & 28.7(1)—*See* A. J. Peaslee: *Constitution of Nations* (2nd Edition), Vol. II, 1956, pp. 451-52.

[10] L. F. Crisp: *The Parliamentary Government of the Commonwealth of Australia*, (2nd Ed.), 1954, pp. 196-97.

[11] *See* "The New French Constitution," 1958, Art. 8.

[12] *Ibid.*, Arts. 20, 49 & 50.

[13] *Ibid.*, Art. 23; *See* also Robert G. Neumann: *European and Comparative Government*, 1960, pp. 250 & 256.

[14] *Ibid.*, p. 422. *See* also "Constitution of Germany," Art. 63 and Peaslee, *op. cit.*, p. 41.

Position in India

In India, the office of the Prime Minister in the modern sense, originated on the 15th August, 1947, when the country attained independence and Shri Jawaharlal Nehru became the first Prime Minister of India. The office has since been given statutory recognition in the Constitution.[15]

The Constitution of India has followed more closely the British pattern, and parliamentary procedures and practices have also been modelled upon those of the British Parliament. However, unlike in the United Kingdom, the Indian Constitution expressly gives the office of the Prime Minister a distinctly superior position by making him the head of the Council of Ministers.[16] In the United Kingdom, although in practice, the Prime Minister holds a superior position, he is, at least in theory, to be described as *primus inter pares*, first among equals.[17]

The Prime Minister in India is appointed by the President who also appoints the other Ministers on the advice of the Prime Minister. The Council of Ministers is collectively responsible to the House of the People (Lok Sabha).[18]

Two special features of the parliamentary government in India deserve mention in this regard. Ministers of the Cabinet are, at the same time members of Parliament also. A rigid adherence to this rule is likely to deprive the Government of the services of men of ability, who may not, for the time being, be members of the Legislature. To avoid such a situation, a person who is not a member of either House of Parliament can also be a Minister. The Constitution, however, provides a maximum period of six months for such a Minister to become a member of the Legislature. During this period such a Minister has the right to attend both Houses and to participate in the discussion of the House attended. The only restriction placed upon him is that he cannot vote. Similarly a Minister who is a member of either House has the right to appear in the other House and participate in its proceedings except for voting.[19] But nowhere has it been stipulated that these provisions and conventions do not apply to a person who may be chosen to be the Prime Minister. Nor has it been insisted or mentioned that the Prime Minister should only be a member of the Lower House and not of the Upper House. The Constitution of India is conspicuously silent on this point and has left the selection of the Prime Minister from amongst the Lower House to convention.[20]

---

[15] *See* Art. 74(1).

Justifying the provision, Dr. B. R. Ambedkar, Chairman of the Drafting Committee, said that there could be hardly any objection to give statutory recognition to the position of the Prime Minister which was established by convention in England.—*See* C.A. Deb., 30-12-1948, Vol. VII, p. 1159.

[16] Art. 74(1).

[17] M. V. Pylee : *Constitutional Government in India*, 1965, p. 40. *See* also Wade & Phillips : *Constitutional Law* (6th Ed.), 1960, pp. 24—26.

[18] Art. 75.

The Cabinet System of government under the Constitution is established also in the States. In every State there is a Council of Ministers, headed by a Chief Minister, just like the Prime Minister, who heads the Central Cabinet.—*See* Arts. 163 & 164.

[19] *See* Arts. 88 and 177.

[20] Both Shri Jawaharlal Nehru and Shri Lal Bahadur Shastri were the members of the Lower House. But this convention was broken when Smt. Indira Gandhi, a member of the Upper House, was chosen as the Leader of the Congress Parliamentary Party and assumed the office of the Prime Minister on January 24, 1966.

This convention was also broken twice in the States when in 1952, the Chief Ministers of Bombay and Madras were members of the Upper House.

The selection of a person to the position of a Prime Minister or Chief Minister figured in the discussions in the Constituent Assembly also. The Draft Constitution of India, as prepared by the Drafting Committee under the chairmanship of Dr. B. R. Ambedkar, included a Schedule containing instructions to the Governors of the States regarding the manner of selection of their respective Council of Ministers. Clause (2) of the Schedule read:[21]

> In making appointments to his Council of Ministers the Governor shall use his best endeavour to select his ministers in the following manner, that is to say, to appoint in consultation with the person who in his judgment is most likely to command a stable majority in the Legislature, those persons....who will best be in a position collectively to command the confidence of the Legislature. In so acting, he shall bear constantly in mind the need for fostering a sense of joint responsibility among the Ministers.

As is evident, the emphasis on the selection of the Chief Minister was only on a person who, along with his colleagues would be in a position to command the confidence of the Legislature irrespective of the fact of his being a member of the either House of Legislature.

A Schedule similar to the one containing instructions for the Governors was also proposed to be included in the Draft Constitution as regards the President for the appointment of Council of Ministers at the Centre. Finally, however, the Schedule containing instructions to the Governors was deleted and the one containing instructions to the President was not included in the Draft Constitution. Explaining the reasons why it was not found necessary to include these Schedules in the Constitution, Shri T. T. Krishnamachari, a member of the Drafting Committee, stated:[22]

> It has now been felt that the matter should be left entirely to convention rather than be put into the body of the Constitution as a Schedule in the shape of Instrument of Instructions, and there is a fairly large volume of opinion which favours that idea. Therefore we have decided to drop these Schedules, because it is felt to be entirely unnecessary and superfluous to give such directions in the Constitution which really should arise out of conventions that grow up from time to time, and the President and the Governors in their respective spheres will be guided by those conventions.

Recently, selection of the Prime Minister from amongst the members of Lower House was advocated both in Parliament and outside it. On March 18, 1966, a member of Lok Sabha introduced a bill, the Constitution (Amendment) Bill, 1966, which *inter alia* sought to amend the Constitution to provide explicitly that the Prime Minister should be a member of the Lower House.[23] The objects and reasons set out in the Bill stated:

> The highest traditions of Parliamentary democracy, with a bicameral set-up,

[21] *See* Draft Constitution of India, Fourth Schedule: Instructions to the Governors of States, p. 168. *See* also *C.A. Deb.*, 30-12-1948, c. 1157.

[22] See *C.A. Deb.*, 11-10-1949, p. 114.

[23] Bill No. 18 of 1966, introduced by Shri H. V. Kamath.

demand that the Council of Ministers at the Centre and in the States should consist mostly of members who are directly elected by the people, and that the Prime or Chief Minister should in no circumstances be a member who has been elected indirectly.

The Bill was discussed in Lok Sabha and the motion for consideration was negatived. The following were the salient points made during the discussion:[24]

(i) It would be a travesty and mockery of the spirit and the letter of the provisions of the Constitution if the Council of Ministers was headed by a person who was not a member of that very House to which the Council of Ministers was collectively responsible *i.e.*, Lok Sabha.

(ii) In financial matters, Lok Sabha alone enjoyed a predominant power, and the financial part of the constitutional prerogative was the most important in a democratic Constitution. It was therefore desirable that the Prime Minister should belong to Lok Sabha.

(iii) Having regard to the proper working of a Parliamentary democracy and in conformity with the principle that the people's representatives should have a real say in the administration, it became a categorical imperative that the Prime Minister should only be a member of Lok Sabha.

(iv) According to a well-established convention in the British House of Commons, it was the Prime Minister's duty to express the sense of the House on formal occasions, on motions of thanks or congratulations or motions of condolence. It would be perverse if the sense of Lok Sabha should be representatively expressed by some person, who, however eminent he or she might be in some other domain, did not belong to that House.

(v) The supremacy of Lok Sabha had been recognized and enshrined in the Constitution and it should reflect in the leadership and the Council of Ministers. As it had been the practice for so long, it should be established and under no circumstances, the leader and the majority of the Council of Ministers should come from the other House *i.e.* Rajya Sabha.

(vi) In a Parliamentary democracy the people were the repository of all sovereign powers and whoever represented the people directly should be the Prime Minister.

The Minister of State in the Ministry of Home Affairs while speaking on behalf of Government during the debate on the Bill, stated that "there can be no doubt in principle that the Prime Minister should be normally a member elected to Lok Sabha". He further stated that he had been authorised by the present Prime Minister to tell the House that she herself would have been willing to contest the election to Lok Sabha but for the reason that elections were not being held because of the emergency. He added that "while the spirit behind the Bill is acceptable, it would not be proper to have such a provision in the Constitution. There may be occasions—that too for a limited period—that a Prime Minister has to be from the other House".[25]

[24] *See* L.S. Deb., 15-4-1966 and 13-5-1966.

[25] *Ibid.*, 29-4-1966.

Estimates Committee of Lok Sabha

A REVIEW OF REPORTS PRESENTED DURING THE PERIOD 1950—57*—(8)

[*This is the eighth instalment of the Review of the Reports of the Estimates Committee during the period* 1950—57, *serialisation of which commenced with vol.* VII *of the Journal.*

The Review, it may be recalled, is in six parts: (i) *Economy and Efficiency;* (ii) *Financial Matters;* (iii) *Staff;* (iv) *Stores;* (v) *Certain important Matters including Policy; and* (vi) *Miscellaneous.*

The current instalment, which completes the fifth Chapter of the Review, deals with recommendations of the Committee relating mainly to policy.

—Editor.]

V. CERTAIN IMPORTANT MATTERS INCLUDING POLICY

RECOMMENDATIONS RELATING TO POLICY

One of the delicate questions relating to the work of the Estimates Committee has been the extent to which the Committee can deal with matters relating to policy.

The functions of the Committee as defined in Rule 310(a) and (b) of the Rules of Procedure and Conduct of Business in Lok Sabha[1] are—

> (a) to report what economies, improvements in organisation, efficiency or administrative reform, *consistent with policy underlying the estimates* may be effected;
>
> (b) to *suggest alternate policies* in order to bring about efficiency and economy in administration.

By a Direction of the Speaker on December 2, 1954, the term "policy" in clause (a) above has been defined as relating "only to policies laid down by Parliament either by means of statutes or by specific Resolutions passed by it from time to time".[2] The Direction further states—

> It shall be open to the Committee to examine any matter which may have been settled as a matter of policy by the Government in the discharge of its executive functions.

As regards clause (b) above, the Direction states—

> The Committee shall not go against the policy approved by Parliament; but where it is established on evidence that a particular policy is not leading to the expected or desired results or is leading to waste, it is the duty of the Committee to bring to the notice of Parliament that a change in policy is called for. The fundamental objectives of the Committee are economy, efficiency in administration and ensuring that money is well laid out; but if on close examination it is revealed that large sums are going to waste because a certain policy is followed, the Committee may point out the defects and give reasons for the change in the policy for the consideration of the House.

This matter was also dealt with at a discussion held by the Chairman of the Committee (Shri Balvantray G. Mehta) and the Speaker (Shri M. Ananthasayanam Ayyangar) on September 1, 1958. A minute of the discussion recorded by the Speaker on September 2, 1958 stated as follows:[3]

> It was agreed that decision or observations will not be normally taken or made by the Committee, except in cases where the matter of policy is intimately con-

*Prepared by the Estimates Committee Branch of Lok Sabha Secretariat.

[1] Fifth Edition, 1957.

[2] Direction 98.

[3] Estimates Committee Select Documents (Consolidated Volume), August 1959, Part I, p. 59.

nected with economy. A change of policy, however desirable, will not be advocated or recommended by the Committee merely on grounds of efficiency unrelated to economy.

The Chairman of the Estimates Committee clarified the position further and made the following observations on September 4, 1958 with which the Speaker agreed:

> I agree with the above, though with regard to the matters of policy to be considered by the Committee, I had in my mind all along during the discussions with the Speaker, that the Committee had to consider matters of policy flowing from the considerations of economy, efficiency, uniformity, better output of work, greater satisfaction of the people's needs and the best possible use of the people's money of which Parliament and its Committee, the Estimates Committee, are custodians. I agree that the Estimates Committee may not consider a matter of policy by itself, because it requires to be changed on merit. Such consideration should have some relation to the various points I have enumerated above. There could not be such consideration without such relation. But it would be neither desirable, nor practicable, to rule out all consideration of policy matters flowing from the above mentioned consideration.

It is of interest to note that though the terms of reference of the Estimates Committee in the U.K., are silent on this point, in practice they have evolved certain conventions whereby the Committee do actually examine matters of policy. It can be observed from many reports of that Committee that while they invariably state that it is not within their terms of reference to examine matters of policy, they have suggested in a number of cases that a re-examination of existing policy is called for because it is leading to higher expenditure or is not giving the desired results. They, of course, left it to the Government to determine the changes required to effect their suggestions.

Policy approved or laid down by Parliament

Matters relating to policy dealt with by the Committee[4] can be divided into two broad categories, *viz.*, (i) those laid down by Parliament either by means of Statutes or by specific resolutions passed by it; and (ii) matters which have been settled as matters of policy by Government in the discharge of its executive functions. It is only on very few occasions that the Committee have dealt with matters which have been laid down as matters of policy by Parliament, and invariably in these cases the Committee were of the opinion that the expected or desired results had not materialised by pursuing the particular policy or that it was leading to waste. Some of these instances are given below.

One Corporation for domestic and international air services

In their Forty-first Report on the Air Corporations, the Committee dealt with the question of having a common Corporation for both the domestic and international air services. Parliament had provided for two separate corporations in the Air Corporations Act. The Committee observed that during the discussion of the Air Corporations Bill in Parliament in 1953, there was a

---

[4]A question was once raised in the House about the competence of the Estimates Committee to deal with the matters relating to policy. The Speaker clarified the position. *See* L.S. Deb., 29-11-1958, cc. 2143-50, *The Hindu* dated 4-12-1958, was also of the view that no restrictions need be imposed on the Committee's powers to comment on policy matters. The same view was expressed by the *Commerce & Industry* (3-12-1958).

Earlier, when the Estimates Committee, in their Twentieth Report—a special report on the Railways Second Five Year Plan—had expressed the hope that the Planning Commission would make adequate provision for the rehabilitation and expansion of railways while finalising the Plan, the *Times of India* (10-3-1956) expressed doubts whether the Committee was within its rights to delve into matters of policy and make such request to the Planning Commission. When the paper was apprised of the rules and the direction of the Speaker governing the work of the Committee, the *Times of India*, in its issue of 14-3-1956, corrected its earlier remarks.

strong current of opinion in favour of a single Corporation. The protagonists of a single Corporation believed that it would save an expenditure of Rs. 6 lakhs per year if the two corporations were combined. They had suggested that, if necessary, there could be two separate wings, one for external and the other for domestic services. The Committee then considered it inadvisable to risk a decline in the reputation or efficiency which the "Air India" had built up in the regions where it operated and thought it necessary that the 'goodwill' so built up should be available to that Corporation. On the other hand, since the domestic services had to be integrated, consolidated, and rationalised, it was considered that there should be a separate Corporation for the domestic services. The Minister for Communications had, however, given an assurance that after the integration had been completed and after both the Corporations were set up on a sound footing, the Government would consider whether the Corporations would be amalgamated into one. The Committee wrote as follows in this regard.[5]

> The Committee were told by the representatives of the Ministry of Communications that although at the time of the extension of the terms of the members of the Boards of the two Air Corporations, scope was left for a review, no review has so far been attempted by the Government. Since the I.A.C. was faced with a number of difficu't problems and was just settling down, it was explained that the time had not yet come for conducting a review. The Committee feel that since the integration of the domestic services has been completed, it should be possible for Government to review the question in the near future as promised. At the same time, the Committee would like to emphasise that while there might be many advantages in having a common Corporation, with separate wings if necessary, for the domestic and the international air services, the diversity of the problems, in every respect of the operations in the two categories of services might a'so cause some difficulties. However, the question merits very careful and detailed examination from technical, operational, financial and commercial aspects. In any case, the Committee consider that even if the two Corporations are to continue as separate entities, the feasibility of having a common Board for the two Corporations should be examined, particularly as at present, the Boards of the two Corporations have seven members out of nine in common.

Government, however, expressed their inability to make a review of the question of a common Corporation for both the I.A.C. and the A.I.I., in view of certain developments which had taken place.[6] In connection with the foreign loan negotiated by the A.I.I. Corporation for financing the Boeing project, an assurance had been given to the U.S. Commercial Banks, from whom a loan of £11.2 million had been negotiated, that the Corporation will not, without the prior consent of the Banks, consolidate or merge with any other Corporation. The loans would not be completely repaid till the end of 1965.

Reduction of duty on aviation fuel

In their Forty-third Report on the Indian Airlines Corporation, the Committee while dealing with the losses incurred by the I.A.C., also dealt with the question of the cost of aviation fuel which in India was high. The Air Transport Enquiry Committee had found that quite apart from the high rates of customs duty levied on petrol used in India, the prices received by the Companies even at Bombay and Calcutta were higher than those obtaining for similar grades of fuel in Australia in spite of the much greater distance of that country from the sources of supply. In addition to the basic price, there were also customs and excise duties amounting to nearly one rupee per gallon. Added to this, certain States had levied sales tax on aviation fuel

[5] 41R (EC-1LS), paras 32—35, pp. 12-13.

[6] *See* 34R (EC-2LS), pp. 33-34.

The total amount of customs and excise duties and sales tax paid by the I.A.C. on aviation petrol was Rs. 96.34 lakhs in 1955-56. The Committee had also understood that international services and the Air Force did not have to pay such heavy duties on aviation fuel. In this regard the Committee observed:[7]

> The position would therefore mean that on account of the operations of the I.A.C. while the Government lost in 1955-56 nearly Rs. 119·4 lakhs, the country's exchequer also gained Rs. 96.34 lakhs. This, however, cannot be a justification either for complacency or for not considering the question of lowering the incidence of taxation of fuel on the Corporation. In this matter it should be borne in mind that continuous losses demoralise the employees of the concern. Therefore, the apparent financial improvement that could be effected by helping the Corporation to reduce its total costs on fuel will contribute to improving the morale of its employees and thereby help to increase efficiency and better its financial prospects. At the same time, the real loss to Government will not be worsened. The Committee would, therefore, recommend that the matter should be considered by Government from this point of view and necessary action taken.

Government in their reply[8] expressed their inability to accept this recommendation and stated their position thus:—

> The proposal made is that relief from customs duty would bolster up morale. As against this must be weighed the adverse effect on efficiency brought about by a system of veiled subsidies, which is what a rebate of customs duty would amount to. It might give the Corporation an appearance of efficiency not justified by its actual performance. Not only would this make comparison of costs with those of other like undertakings difficult but it might also interfere with the pursuit of genuine efficiency in such directions as the elimination of wastage, etc. It would also be invidious to treat one Government undertaking differently from others.
>
> The taxing of goods imported for Government business undertakings has been specially approved by Parliament even as late as 1950 and 1951, when article 289 of the Constitution was enacted and also when section 20 of the Sea Customs Act was amended. In pursuance of this policy, we have rejected several requests for exemption from duty in somewhat similar cases. If a concession is now granted to this Corporation, other requests from similar undertakings like Roadway Corporations, Fishing companies and the like, would have to be considered. Further, for the successful completion of the Second Five Year Plan, the tempo has been stepped up to tap all available sources of revenue. In this context, it would not be desirable to part with a source of income such as the import duty on aviation spirit which does not fall on common man.
>
> The administrative difficulty in granting an exemption of this nature cannot also be overlooked. Aviation spirit can by simple manipulation be down-graded to motor spirit and to have in the country quantities of similar petroleum products at different rates for aviation spirit consumed by different airlines would be bound to lead to evasions of duty.
>
> It was in these circumstances, that the Government came to the decision that it was not able to accept the recommendations for granting relief to the Indian Airlines Corporation by way of tariff concession.

Government also stated that the question had also been considered by them in consultation with the Comptroller and Auditor-General and it was decided that the I.A.C. should not be exempted from payment of customs duty on aviation fuel and instead, the Government should subsidize the Corporation on the basis of "standard cost of operation", a formula which should be worked out by an Expert Committee.

Continuance of Cantonments

In their Forty-sixth Report on Lands and Cantonments,[9] the Committee were critical of the set-up, administration

[7] 43R (EC—1LS), paras 82-83, p. 29.
[8] 62R (EC—2LS), pp. 30 and 62-63.
[9] 46R(EC—1LS), paras 18-19, pp. 10-11.

and functioning of Cantonments. The Cantonments Act, 1924 in the opinion of the Committee had provided for a set-up which was not suited to the present-day conditions in the country. The Committee observed:

> Since 1924, when the Cantonments Act was framed, much has happened in the country. A political revolution of epoch-making importance has taken place and a sovereign democratic republic has been established. The armed forces have ceased to serve a foreign power and are entrusted with patriotic duties of defending the freedom and integrity of the country. Consequently, the anxiety with which the Government of those days kept the troops and the officers insulated from the civil population and the feeling of mutual distrust and suspicion that existed between the troops and the civilians have both become out of date and meaningless now.
>
> Yet, the Committee notice the same hesitancy as before in the approach of the authorities to the question of the full democratisation of local self-Government in Cantonment areas. They regret to find that at this stage of political development in the country, the authorities should still think in terms of conducting experiments in a matter of entrusting what is essentially a municipal administration to the elected representatives of the local population. The Committee are also distressed to hear the same old arguments based on the fear that if municipal administration was entrusted to the elected representatives of the people, it might interfere with the health and security of the troops stationed in the adjoining areas.

Government in their reply stated[10] as follows:—

> It is an accepted policy in the administration of military stations that the Commander should be responsible for the health and welfare of the Armed Forces personnel and his authority in this respect should be undivided. It is on this consideration alone that the official control in the cantonment administration has been retained. Moreover, the nomination of official members on a local body to look after special interests is a common administrative device. It is not peculiar to the cantonment administration alone.

Transfer of the subject of "Minor Ports" from 'Concurrent List' to 'Union List'

In their Fifty-first Report on Intermediate and Minor Ports, the Committee observed[11] that the administrative machinery for the management of Minor Ports varied considerably in the various maritime State Governments. Whereas Madras, Andhra and ex-Saurashtra State had permanently established State Port Organisations, in other States the port administration was generally left to the care of the Public Works Department, Municipalities, Central Excise Department or private concerns. Partly due to the lack of well-knit port organisation and partly due to the limited resources of the maritime State Governments, the development and proper maintenance of Minor Ports had not received adequate attention in the past. As the coast-line of India was very deficient in natural harbours as compared to the foreign maritime countries, the importance of proper maintenance and development of the existing ports of the country could not be over-emphasised. The question of developing ports all along the coast-line of India was essentially a national problem. Rationalisation of export and import traffic through the various ports along the coast-line was also similarly a national problem. Providing the additional facilities such as road and rail-connections was also a subject which could best be dealt with by the Centre. In view of these factors, the Committee suggested that the feasibility of transferring the subject of "Minor Ports" from the "Concurrent" List to the "Union List" should be carefully examined in consultation with

[10] 141R (EC—2LS), pp. 2-3.
[11] 51R (EC—1LS), para 44, pp. 16-17.

the maritime State Governments.

Government in their reply stated[12] that the matter was under consideration.

Policy laid down by Government

The Estimates Committee have dealt with several matters which have been settled as matters of policy by Government in the discharge of their executive functions. Some of these instances are given below. A perusal of these instances would indicate that they were linked up directly or indirectly with the improvement of efficiency, economy or increasing earnings or general improvement in organisational set-up.

Setting up of a Steel Purchase Corporation

In their First Report, the Committee observed[13] that the organisation of the D.G.I. & S. was not suitable for Government purchases and recommended that a State Purchase Corporation should be set up to deal with all Government purchases both from India or abroad. In this connection, the Committee observed:

> Government being the single largest purchasing authority in the country, shou d direct its policy in such a way as to stimulate business activity in the country and we are confident that a State Purchase Corporation would go a long way in that direction.
>
> We consider that our machinery of foreign purchases needs overhauling. When the State Purchasing Corporation comes into being, then automatically all purchases whether inside or outside the country, would be entrusted to that body. Meanwhile, all foreign purchases, save in exceptiona' cases, should be made through local Indian agents of foreign manufacturers. Apart from the possibility of getting the stores at cheaper rates through local agents, other advantages obviously are that Government would have to enter into contracts with business firms in India and to deal with them on the spot here. The profits accruing out of these transactions would normally go to the Indian agents who can thereby contribute to a further expansion of buisness activity in this country. When more and more contracts are placed with Indian firms, the process wi'l automatica'ly provide opportunities to them to get training in the handling of particular stores and thereby help in increasing trained Indian manpower in the industrial and commercial field. This will also obviate the necessity of frequently sending specia' Government Missions abroad and of maintaining permanent organisations for inspection, progressing and shipping of the stores from overseas countries.

Government in their reply stated[14] that the Stores Purchase Committee had also examined the question and had recommended as follows:

> (1) The existing Central Purchasing Organisation (C.P.O.) *i.e.*, the Directorate Genera' of Supplies should continue. For the present, *status quo* should generally be maintained between centralised purchases and direct purchases by indenting departments. Purchases of specialised stores should be progressively transferred to the C.P.O. as it becomes effectively equipped to handle larger purchases.
>
> (2) A high-powered Purchase & Development Board should be established to control and co-ordinate Government's purchase activities with particular reference to development of Industries.

Government also stated that the recommendation regarding the Purchase and Development Board was under consideration of Government.

Direct Trade with Continental Countries

In their Third Report, while dealing[15] with India's Trade Commissioners

---

[12] 82R(EC—2LS), p. 41.
[13] 1R (EC—1LS), paras 31-32, p. 15.
[14] 35R (EC—1LS), pp. 44-45.
[15] 3R (EC—1LS), para 73, pp. 31-32.

abroad, the Committee observed that from the figures furnished it was noted that the bulk of the country's trade was with the U.K. In many cases the purchases made from other countries on the Continent also passed through the U.K. It was also brought to the Committee's notice that out of the goods imported by the U.K. from India, some commodities, *e.g.* tea and jute, were re-exported to other countries. The Committee made the following recommendation in this regard:

> We recommend that urgent steps should be taken to establish direct contacts with the other countries on the Continent, so that we may be able to trade with them directly on favourable terms and not depend solely on the U.K for both import and export. The Trade Commissioners on the Continent should find out the types of our goods in demand in those countries so that arrangements are made for their processing either in our country here or in the importing country itself. This to a large extent would avoid indirect trading and the loss of exchange which would otherwise accrue to India.

Government in their reply stated:[16]

> Steps to establish direct trade with various countries on the Continent and to increase India's export trade have been taken by means of Bilateral Trade Agreements, trade introductions to Indian and foreign firms, quality control of export articles, special facilities for export participation in exhibitions abroad, display of Indian goods in show-rooms abroad; commercial publications and publicity to points of interest and to suggestions about trade opportunities made in economic and commercial reports by Indian Trade Representatives abroad who have been asked to step up exports.

Central Water and Power Commission

While dealing with the set-up of the Central Water and Power Commission, the Committee stated that they were strongly of the opinion that the Commission should be quite a separate body from the Secretariat and that the Chairman of the Commission should have no *ex-officio* status in the Ministry or a hand in the administrative decisions. The Committee further observed:[17]

> The duties of the Commission should be limited to initiating, co-ordination and furthering schemes for the conservation and utilisation of water resources throughout the country. The functions relating to the construction of any such schemes should be taken away from the Commission and entrusted to separate *ad hoc* bodies.

Government implemented the recommendation regarding the Chairman of the Commission. As regards other recommendations, Government stated its position thus:[18]

> While it is agreed that the C.W.P.C. should not directly take part in the execution of a project, it is desirable that where assistance in the form of a large loan is granted to a State for the construction of a project, the Centre should not divest itself of responsibility for the proper expenditure of funds. There may be States who, owing to inexperience or for other reasons, may elect to hand over construction to the Centre. In such cases, it may be necessary for the Centre to set up a special organisation on the lines of Hirakud or Bhakra Control Board to supervise the execution of the Project. The fact that the C.W.P.C. will be divested of its responsibility for construction does not mean that it should be precluded from lending experienced staff for work on projects undertaken in the States. There shou'd be a nucleus of experienced technical personnel in the C.W.P.C., who could be lent to projects undertaken by States who do not have a strong engineering cadre. Inter-changeability of staff between the Project and the Commission is a desideratum.

The Committee also recommended a three-tier organisation for planning, execution and completion of various

[16] 37R (EC—1LS), p. 14.
[17] 5R (EC—1LS), para 13, p. 8.
[18] 49R (EC—1LS). pp. 3-4.

multi-purpose river valley schemes with clearly defined functions for each, and observed:[19]

> The first tier must consist of the Cabinet which on the advice of the Ministry of Natural Resources and Scientific Research and the Planning Commission and the Central Water and Power Commission will give policy decisions. The functions of initiating and making plans, should vest in the Central Water and Power Commission and giving them a final shape should be the responsibility of the Ministry of Natural Resources and Scientific Research and the Planning Commission in consultation with the Central Water and Power Commission. For the third and the last tier, the Committee suggest the creation of semi-autonomous organisations (by statutes of Parliament) with well-defined functions and powers as envisaged above. The present position seems to be a mixture of everything in which the functions of one overlap the responsibilities of the other and seems to have been brought about by satisfying the whims and fancies of individuals with no clear cut plans or schemes behind it. This position will lead to disastrous results in the long run and there is, therefore, an urgent need for reorganising it immediately on the lines suggested above.

Government in their reply in this regard stated:[20]

> It is agreed that the Cabinet should give policy decisions and that the C.W.P.C. should collect data, make plans and frame estimates. As regards the organisation responsible for construction, it may be either a semi-autonomous Control Board without statutory powers, or where several States are involved, a Control Board or Corporation vested with statutory powers. A decision regarding the precise nature of the organisational set-up should be taken only after a full examination of the circumstances of each case.

Corporation for Land Reclamation work

In their Seventh Report while dealing with the Central Tractor Organisation, the Committee observed[21] that the only piece of work that the C.T.O. was usefully engaged on was the kans-reclamation in Central India. Since it was uneconomic to send the tractors all the way from Delhi for reclamation in this area, a workshop was established at Bairagarh, Bhopal. But the four States, in whose territory the work of reclamation was going on, had no say in the management of the workshop or control over the field organisation. The Committee considered that if the States for whose benefit the tractors were being worked were allowed to have a hand in the management, the work of reclamation could be carried out more efficiently, and at less cost, by a reduction in overheads and in the expenditure on account of travelling allowance, etc. Accordingly, the Committee recommended that a Corporation might be formed consisting of the representatives of the State Governments concerned and a few representatives of the Centre charged with the management of the Bhopal workshop along with the tractors. The Committee added that it should be ensured that this Corporation was run on sound commercial lines.

Government in their reply stated that the future of the C.T.O. was itself not definitely known and added:[22]

> The position now is that the existing fleet of tractors with the C.T.O. will all wear out by the end of the season 1957-58. Government are investigating the possibilities of work by the C.T.O. in the various States after 1957-58 and if Government decide to purchase more tractors, the question whether the C.T.O. should be converted into a Corporation will then be considered. For the present, it does not appear to be desirable to make any drastic changes in the administrative set-up.

---

[19] 5R (EC—1LS), para 104, pp. 57-58.
[20] 49R (EC—1LS), pp. 12-13.
[21] 7R (EC—1LS), para 15, p. 5.
[22] 53R (EC—1LS), pp. 27-28.

Nationalisation of the Imperial Bank of India

In their Ninth Report the Committee recommended that the Imperial Bank of India should be nationalised and stated:[22]

> The Imperial Bank which is mostly concerned with the payments on behalf of the Central and State Governments should be nationalised at an early date. The demand for the nationalisation of the Imperial Bank has been there for a long time and assurances have been given from time to time that the matter would be examined with a view to nationalising the Bank at an early date. The Committee feel that the time has come when this should not be postponed any longer and in the present context of things, early steps should be taken to nationalise the Bank so that the whole organisation of the Government payments is put on a sound and satisfactory footing and utmost promptitude is shown in making Government payments.

The Bank was nationalised in 1955.[24]

Direct association of Secretaries of Ministries with executive matters

The Committee also recommended that it should be the practice that the Secretary of a Ministry should not be associated with any executive matters such as purchases, sales, negotiations or tenders for works or appointment on the Board of Directors or otherwise of a Body, Institution, Undertaking etc. charged with the execution of policy laid down by the Ministry. The Committee, in this regard also stated:[25]

> The Secretary as the Head of the permanent Services in the Ministry should remain aloof from all matters of day-to-day administration of policies by the subordinate organisations and should concern himself only with laying down policies and seeing how those policies are being executed, assessing their progress by means of reports, charts and inspections and should take notice of persons or authorities responsible for any faulty work, inefficiency or irregularity or misappropriation. In this way, the prestige of the Ministry would increase and there will be greater efficiency, better sense of discipline and management of the affairs of the Ministry. It is obvious that if the Secretary himself gets involved in the execution of the policy laid down by him, there is no one to check as to how the matter is progressing and what the defects are and how they should be remedied. Many of the bad practices which have grown in the administrative set-up today are due to the fact that Heads of Ministries and Organisations are taking undue interest in matters which had best be left to the subordinate officials on whom a close watch has necessarily to be kept.

Government in their reply stated as follows:[26]

> The role played by the Secretary in the existing organisation of the Central Government conforms, as a rule, to the views of the Committee.
>
> As regards membership of Boards of Directors of State enterprises, the presence of Departmental and Finance Officers on the Boards of State Undertakings helps to provide effective supervision on behalf of the Ministers-in-charge and in conformity with Government's national policies. Such officers are not concerned with the day-to-day management of the Undertakings which rests with the General Managers or Managing Directors who are wholly outside the Secretariat, and enjoy a very large measure of discretion.

Restrictions on Road Traffic

In their Seventeenth Report on the Railways, the Committee dealt with the restrictions imposed on road traffic by State Governments and observed:[27]

> Many years back, in order to avoid unhealthy competition between the Railways and the Road, at the instance of the Railway Ministry, numerous restrictions were imposed on the road traffic. Now that the demand of traffic in the

[22] 9R (EC—1LS)., para 38, p. 26.
[24] 57R (EC—1LS), p. 5.
[25] 9R (EC—1LS), para 47, p. 33.
[26] 57R (EC—1LS), pp. 6 & 52.
[27] 17R (EC—1LS), para 142, p. 48.

country has shown a phenomenal rise and as the Railways are not in a position to carry all the traffic that is offered, the Committee are of the opinion that the entire position regarding the various restrictions imposed by the State Governments on the road traffic should be carefully reviewed and these restrictions should be relaxed to the maximum extent possible so that wherever the rail transport is inadequate, advantage can be taken of road transport. While relaxing these restrictions, care will, of course, have to be taken to see that road transport does not enter into unhealthy competition with the Railways now or at a later stage.

The Committee reiterated this recommendation in their Twenty-sixth Report and desired that the entire position should be reviewed and relaxation of restrictions made to the maximum extent possible.

Government in their reply stated[28] that the recommendation was accepted in principle and was being implemented by the Ministry of Transport."

Gauge Policy of Railways

In their Eighteenth Report on the Second Five Year Plan of the Railways, the Committee dealt with the gauge policy of the Railways and were of the opinion that the question needed very careful examination. The Indian Railway Enquiry Committee 1947, had suggested that in about three years time, a small Technical Committee of senior officers of the transportation (traffic), civil engineering and accounts department should be set up to examine the gauge question generally and to make recommendation for gauge conversion with the object of reducing the number of transhipment traffic at a few stations where suitable mechanical appliances to aid transhipment could be provided. This suggestion had not yet been given effect to. The Committee recommended that this suggestion should be implemented early. The Committee further observed as follows:[30]

> If as a result of detailed investigation it is found advantageous to have a uniform gauge, of course at a distant date, the future construction in the country as far as possible should be confined to Broad Gauge.

Government in their reply stated:[31]

> An Officer has been appointed with effect from March 16, 1957 to investigate the question of gauge conversion and of increasing the line capacity on the metre gauge trunk routes, by strengthening them to permit heavier axle loads as an alternative to conversion of metre gauge to broad guage or the doubling of metre gauge track.

Separation of Ministries of Railways and Transport

In their Nineteenth Report, the Committee recommended that the Ministries of Railways and Transport should be separated and the Railway Ministry placed under the exclusive charge of one Minister assisted by one or two lieutenants and stated:[32]

> The Committee are of the opinion that problems of Railway Ministry to be handled at the Ministerial level during the Second Five Year Plan will be of such a magnitude as to demand fu'l and undivided attention of the Minister assisted by at least one or two competent lieutenants. It would, therefore, be extremely unfair to add the burden of the Transport Ministry to the shoulders of the Minister for Railways. The transport facilities in the country are extremely limited. It will, therefore, be necessary to devote considerable high level attention to the problems of transport, such as river navigation, shipping, nationa' highways, tourism, etc. The Committee,

[28] 26R (EC—1LS), para 163, p. 53.
[29] 32R (EC—2LS), pp. 28-29.
[30] 18R (EC—1LS), para 32, p. 25.
[31] 7R (EC—2LS), pp. 27-28.
[32] 19R (EC—1LS), para 42, p. 28.

therefore, recommend that the Transport Ministry should be separated from the Railway Ministry and placed under the charge of a separate Ministry for Transport.

The Committee reiterated this recommendation in their Sixtieth Report.[33]

Accordingly the Ministry of Transport and the Ministry of Railways were separated and placed under separate Ministers on April 18, 1957.

Management of Vizagapatnam Port

In the same Report, the Committee observed that they did not see any special justification for the retention of Vizagapatnam Port under the management of the Railway Ministry and recommended that it should be handed over to the Ministry of Transport.[34]

Government in their reply stated that the control of the Vizagapatnam Port had been transferred to the Ministry of Transport with effect from October 1, 1956.[35].

Import of Steel to meet requirements of Railways

Commenting on the shortage of steel for the Railways, the Committee in their Twenty-first Report recommended that in view of the importance and the urgency of the demand for steel, it would be desirable to import steel bars rather than slow down the programme of the expansion of the Railways. The Committee were informed that there was not enough capacity in India for pressing imported bars into sleepers but if the Railways could give an assurance that they would use steel sleepers in preference to cast iron sleepers for the next five years, pressing plants could be installed by the private sector which was ready to undertake the work. The Committee recommended that Government should examine this suggestion and invite the representatives of the trade to a conference where this question could be discussed and a satisfactory settlement arrived at.[36]

Government in their reply stated:[37]

> Availability and prices of pig iron and steel sleeper bars or finished steel sleepers fluctuate from time to time. The present position is that the demands of Railways cannot be met fully with any one kind or even both kinds of these sleepers. Ministries of Works, Housing and Supply and Heavy Industries are arranging for the supply of pig iron and steel sleepers from indigenous sources and import as many sleeper bars or finished sleepers as the case may be depending on the availability and prices of these two kinds of materials.
>
> The Railways have no preference for cast iron or steel sleepers. They will accept whatever is cheaper and available. Incidentally it may be mentioned that a big capacity for manufacture of cast iron sleepers has already been developed in the country.

Uniform pooled price of Steel

In the same Report, the Committee also recommended a uniform pooled price for steel throughout the country and stated:[38]

> The Committee also understand that at present there are different prices for steel i.e., port prices and the destination prices, leading sometimes to incongruous results. Due to this, the factories located away from ports like Bombay are put to a disadvantage when they submit tenders for their requirements involving the use of steel. The Committee recommend that this point be examined by the Ministry of Commerce and Industry and that the question of having a uniform pooled

[33] 60R (EC—1LS), para 85, p. 261.
[34] 19 R (EC—1LS), para 46, p. 29.
[35] 18R (EC—2LS), p. 10.
[36] 21R (EC—1LS), para 32, p. 10.
[37] 27R (EC—2LS), pp. 65-66.
[38] 21R (EC—1LS), para 48, p. 14.

price throughout the country should be considered carefully so that smaller factories and business establishments are not hard-hit.

Government, in reply, stated their position as under:[39]

> The Committee's suggestion about uniform Pooled Price of Steel has already been implemented *vide* Gazette of India Extraordinary Notification under Part II Section 3 Issue No. 183, dated 11th June, 1956.

Reservation of forest in the Andamans for the Railways and other Central Govt. Departments

While dealing with the shortage of sleepers in the Railways, the Committee recommended that the forests in the Andamans, which were all owned by the Central Government, should be primarily reserved for the Railways and other Central Government Departments. The observations of the Committee in this regard were as follows:[40]

> The Committee realise that the Calcutta Plywood Industry is dependent on the supplies from the Andamans and that there are several considerations to be taken into account. But as the whole economy and development of the country depends on Railways, their needs deserve topmost attention. The Committee suggest that the Railway Ministry should take up the matter of reservation of the forests in the Andamans and Nicobar Islands and other Centrally administered areas for themselves and the other major timber consuming departments of the Government of India. An inter-ministerial Conference should be summoned to discuss the issue and a speedy decision arrived at. After the requirements of the Government Departments are met, the needs of private industries can be met by Government themselves.

Government in their reply stated:[41]

> The Minister for Railways met the Chief Ministers of the States in a joint meeting in June, 1957. The question of sleeper supplies was discussed in detail. This was followed by D.O. requests addressed by the Minister for Railways to various Chief Ministers. This has paid us rich dividends.
>
> It may be added that a supply of 100,000 B.G. units from Andamans for the Indian Railways has been arranged through the good offices of the Chief Commissioner, Andamans and the Inspector General of Forests.

Equalization of Cement Prices

In their Twenty-eighth Report, the Committee recommended special consideration of a proposal to equalise the price of cement as in the case of steel. They also recommend that the requirements of the Railways for stepping up their capacity to carry the raw materials for the manufacture of cement in the country should be met so that more cement factories might be set up in the country. The Committee further observed:[42]

> The Committee understand that the Railways have been advised that a certain quantity of imported cement could be made available at an approximate cost of Rs. 145 per ton which is twice the normal rate. In view of the urgency of the demand, the Railways have agreed to take about 20,000 tons of cement at the enhanced price. The Committee also understand that the Railways have been trying to get the price equalised as in the case of steel. The Committee recommend that their view point deserves special consideration as all the extra cost should not be placed entirely upon the Railways. The Committee consider it rather disquieting that cement should be imported from abroad. Probably, the Railway transport system stands in the way of issuing fresh licences to prospective producers of cement even though there is plenty of raw material available. Lest the import of cement should become a recurring feature, the Committee recommend that the requirements of the Railways for cement should be met first so as to enable them to step up their capacity to carry the raw materials re-

[39] 27R (EC—2LS), p. 13.
[40] 21R (EC—1LS), para 75, p. 23.
[41] 27R (EC—2LS), pp. 22-23.
[42] 28R (EC—1LS), para 131, p. 41.

quired for the manufacture of cement within the country. Otherwise, it will be creating a vicious circle, the country not being in a position to have more cement factories just because the Railways are not in a position to carry the raw materials and the Railways not being in a position to carry the traffic offered just because cement is not supplied to them in adequate quantities so as to enable them to complete their works expeditiously.

Government in their reply stated as follows:[43]

> The price of cement has been equalised at Rs. 102-8-0 per ton with effect from July, 1, 1956. The other portions of the recommendation are being forwarded to the Ministry of Commerce and Industry for necessary action.

Cost of 'Locomotives produced at TELCO

In their Thirty-second Report, the Committee dealt with the locomotives purchased from TELCO by the Railways. The cost of locomotives delivered had not yet been finalised. Provisional payments had been made at Rs. 3.50 lakhs for Y.G. and 3·52 lakhs for Y.P. locomotives during development stage. For locomotives turned out during July, 1954 to March 31, 1955, the firm had later claimed Rs. 6·54 lakhs per locomotive. The Committee understood that the "higher cost" not having been accepted by the Railway Board, had been referred to the Tariff Commission for enquiry and observed:[44]

> As stated earlier, M.G. locomotives used to be manufactured at Ajmer. This was discontinued with the establishment of the Chittaranjan Locomotive Works and the Tata Locomotive and Engineering Co. Ltd., Jamshedpur, as the capacity of the Ajmer Workshops was required for repairs. If satisfactory arrangements for a steady manufacture of M.G. locomotives at a reasonable price cannot be arrived at with TELCO, the Committee suggest that the question of suitably expanding the workshop at Ajmer to undertake the manufacture of M.G. locomotives should be carefully reviewed by the Railway Ministry.

Government stated in their reply[45] that the Tariff Commission had recommended a substantial reduction in the prices quoted by TELCO. For deliveries from February 1, 1954 to March 31, 1956, the recommendations involved a reduction of Rs. 59 lakhs approximately out of an aggregate price of about Rs. 679 lakhs for deliveries. For deliveries from April 1, 1956 to March 31, 1958 for which the TELCO had not quoted any prices, the Commission had recommended substantially lower prices than those recommended for the two earlier periods. Government further stated:

> It will be observed that the price payable, for instance for a metre gauge locomotive for the current period (1956-58), is about Rs. 4.50 lakhs. This has been considered as not being unreasonable as it compares favourably with the landed cost of similar stock imported from U.K. which, according to the latest quotations (of 1956), is about Rs. 4·58 lakhs per locomotive. The landed costs of British firms are regarded as a fair basis of comparison. Similar remarks apply to the prices of boilers. The Tariff Commission's recommendations are restricted to deliveries upto March 31, 1958, and satisfactory price arrangement will have to be negotiated with the firm for the period beyond March 31, 1958. Necessary steps are being taken in this respect.

Replacement of Steel by Aluminium in Coach Building

The Committee recommended that greater utilisation of aluminium in coach building was desirable, subject to technical considerations. The Committee understood that, during the work of the Railway Equipment Committee, it was found that aluminium could be substituted for steel with great advantage, particularly in coach building and on roofs of wagons, where steel plates had to be replaced

---

[43] 43R (EC—2LS), p. 27.
[44] 32R (EC—1LS), paras 65—69, pp. 16-17.
[45] 74R (EC—2LS), pp. 46—49.

too frequently (2 to 6 years) due to corrosion. If aluminium were to be used, it might last for 25 or 30 or even 40 years with no corrosion. The Committee also observed:[46]

> The initial cost might be about two and a half times more than that of steel, but taking into consideration other factors such as life, maintenance and repairs, it might prove to be cheaper in the long run. Moreover, whatever stock of aluminium is available in the country is not being fully utilised at present. In the U.S.A. and other Western countries, the bold use of light alloy metals has resulted in considerable savings effected in dead weight. The Committee, therefore, suggest that the question of manufacturing some coaches and wagons entirely or partly of aluminium should be given more serious consideration.

Government in their reply stated that 50 covered and 50 open Broad Gauge Wagons, with aluminium body sheets and 50 Broad Gauge all metal class III coaches, with body side and end and seat partition panels in aluminium, had been built for experimental purposes. Government stated further as follows:[47]

> The further extension of the use of aluminium in the building of coaches and wagons depends on the results of the experiments in progress. The Director of Wagon Interchange has been requested to withdraw from service 12 Broad Gauge covered wagons and an equal number of open wagons with aluminium panels for detailed inspection at Delhi, Calcutta and Bombay with a view to decide whether the use of aluminium alloys should be extended particularly for the roofing of covered wagons. Some reports have come in and are under examination.

Creation of a Directorate General of Tourism

In their Thirty-fourth Report on Tourism, the Committee commented as follows regarding Government's proposal for creating a Directorate General of Tourism:[48]

> While appreciating the good work that has been done by the Tourist Traffic Division for the promotion of Tourism, the Committee are definitely of the opinion that there is no adequate justification for the creation of a Directorate-General of Tourism. One reason advanced in favour of setting up a Directorate-General of Tourism was that, at present, the policy making and executive functions are combined in the existing staff of the Tourist Division of the Secretariat and that these should be separated. While in general, this is a good principle to serve as a guide, in the case of tourism, the Committee do not consider it of vital importance for the simple reason that the subject of tourism has not yet developed to such an extent as to require an immediate separation of these two functions.

The Committee also observed[49] that they did not consider that it was wholly a Seceretariat function to promote and develop tourism departmentally though it was desirable for Government to render all possible facilities for this purpose. The Committee recommended that a Board or a Corporation should be set up for promotion and regulation of tourism. The Committee were of the view that the point regarding separation of policy making and executive function would be adequately met when such a Board or Corporation was set up.

Government in their reply stated:[50]

> While bearing in mind the recommendation made by the Estimates Committee that a Board or a Corporation be set up to look after the tourist development and promotion work in this country, it was felt by the Government that pending the creation of such a Board or Corporation, a separate Tourist Department be set up within the Ministry of Transport and Communications to continue the work that the Tourist Division had so far been doing. This only meant giving a little more freedom to the officials in the Tourist Department to take decisions on their own in their work and carry out their executive functions more expeditiously. Accordingly the pattern of work adopted is more on commercial lines than on the Secretariat lines.

---

[46] 32R (EC—1LS), para 107, p. 27.
[47] 74R (EC—2LS), p. 28—31.
[48] 34R (EC—1LS), para 13, pp. 5-6.
[49] *Ibid*, para 185, p. 52.
[50] 52R (EC—2LS), p 31-32 & 66.

The decision to set up a small Tourist Department which would serve as a nucleus round which the new Board or Corporation could be built was taken in full consultation with the Home Ministry, the Finance Ministry and the Cabinet Secretariat. The question of undertaking legislation for setting up of a Corporation or Board is under the examination of the Ministry.

Hotel industry should not be in the Public Sector

In the same Report, the Committee wrote that while they had no objection to the grant of loans on of funds, for the development of hotel industry, they were definitely of the opinion that hotel industry was pre-eminently suitable for the private sector and that the public sector should not encroach upon this sphere.[51]

Government in their reply stated:[52]

The recommendation in principle is accepted. However, the Hotel Standards & Rate Structure Committee which was specially appointed by the Government to go into the problems of the hotel industry in detail, have in their Report observed that Government should assist the private sector in the hotel industry with loans, subsidies etc., but 'wherever private enterprise is unable or unwilling to fill the gap in accommodation, it is the duty of the Government to step in and fill the gap.' Government are in full agreement with this view. The financial resources of the private sector in the hotel industry are very limited and since Government assistance by way of loans, etc., has to bear a proportion to the resources of the industry itself, full reliance on the private sector will mean undue delay in the development of the industry. It may therefore, become necessary for Government to step in, in certain circumstances.

Zonal system of administration for P.E.O.

In their Thirty-eighth Report on Community Development Projects, the Committee wrote that with the reorganisation of the States and considerable increase in the activities of the Community Development Programme, an overall review and expansion of the Programme Evaluation Organisation was necessary. The Committee suggested that the feasibility of setting up five Regional Offices, instead of the present three, for each of the five zones—North, South, East, West and the Centre—with Headquarters at Delhi, Madras, Calcutta, Bombay and Nagpur or Bhopal—might be carefully examined. They also suggested for the consideration of all the Central Ministries, that for various activities requiring the setting up of zones, the above pattern of five zones should normally be adopted:[53]

Government in their reply stated:[54]

The reorganisation proposals of the PEO have been approved by the Planning Commission and the Ministry of Finance. The PEO has been sanctioned 5 regional offices (against the existing 3 regional offices) as recommended by the Estimates Committee. One of the regional offices has already started functioning at Madras The regional office in the Central Zone will start functioning shortly.

Free and compulsory education in N.E.S. Block areas

In regard to the introduction of free and compulsory education in the areas covered by the National Extension Service Blocks, the Committee observed:[55]

The Committee were rather perturbed to learn from one of the replies of the C.P.A. that there was likely to be at least one primary school for village children at a radius of about 5 miles at the end of the Third Plan period. This would indicate that even upto 1965-66, free and compulsory education will remain a dream to be realised. It would, indeed, be a tragedy if a large number of children born and brought up in the free India would be consigned to a life of illiteracy. The Committee, therefore, re-

[51] 43R (EC—1LS), para 109, p. 32.
[52] 52R (EC—2LS), pp. 13-14.
[53] 38R (EC—1LS), para 102, p. 38.
[54] 63R (EC—2LS), pp. 3-4.
[55] 38R (EC—1LS), para 140. pp. 53-54.

commend that the C.P.A. should in consultation with the Education Ministry, review the position and take vigorous measures to introduce free and compulsory education at a more rapid pace, at least in the areas covered by the National Extension Service.

In their reply, Government stated that the question of compulsory primary education was considered at the 6th Development Commissioners' Conference and it was recommended that pilot projects for Universal Primary Education should be started in selected areas. Many of the State Governments had accepted the recommendation in principle and were taking steps to implement the same. One pilot project on free and compulsory primary education had been taken up in Gaya District of Bihar State. Government stated that more such projects would be taken up after gaining experience in that State."[86]

COMPANY SYSTEM OF MANAGEMENT FOR ORDNANCE FACTORIES

In their Fifty-fourth Report on Ordnance Factories, the Committee recommended that the factories should be brought under the Company System of Management and observed."[87]

The Committee are of the firm view that all industries in the Public Sector, whether Defence or Civil, irrespective of whether there is any profit motive or not, should be run in the manner in which all industries are intended to be run anywhere in the world and not by a departmental system of management which in the case of Ordnance Factories continues as before even after the setting up of the much heralded Defence Production Board. It is an accepted principle that the best form of management of industries is the company system of management which facilitates their running as far as possible on sound business principles. The Committee are only too painfully aware that the company system of management of industries in the Public Sector in India has by no means universally succeeded entirely in working them on sound business principles and production methods, for a variety of reasons but mainly because of lack of experience, lack of sufficient and effective decentralisation of authority and the inability of those controlling these industries to get away from their official background. At the same time, this system of management is still admittedly better suited for industries than the departmental system and the Committee have no doubt that its advantages are bound to be noticed with the passage of time and with experience. They, therefore, feel that the question of bringing the organisation of the Ordnance Factories under a company system of management or under a corporation to be set up by an Act of Parliament needs to be reviewed and examined afresh by Government in the light of the remarks made above. Should, however, the Government reach the same conclusion as before, and decide that the company system was not practicable, the Committee would commend to Government the standing example of the organisation of the Railways for adoption in the organisational set-up of the Ordnance Factories. They hope that it would be possible to set up at an early date a statutory and autonomous Board analogous to the Railway Board for the administration and running of the Ordnance Factories in an efficient manner and on business principles, subject of course, to the limitations inherent in the working of a Defence Industry even as in the case of H.A.L. Under either system, the Board should be directly responsible to the Defence Minister, who might retain certain reserve powers so as to ensure effective control over it.

Government in their reply stated that the Baldev Singh Committee while commenting on the management of Ordnance Factories had not favoured the company system of management for the following reasons:"[88]

(i) Ordnance Factories have to undertake a great deal of work in the production of defence stores which is very dissimilar to that done in the civil production; work must be done at any cost which cannot be linked with the profit and loss account. ?

[86] 63R (EC—2LS), p. 29.

[87] 54R (EC—1LS), para 18, pp. 8-9.

[88] 117R (EC—2LS), pp. 20-21.

(ii) The employees of the Ordnance Factories are Government servants and as such a change-over may create some problems.

(iii) The Ordnance Factories have to undertake a great deal of secret work in the production of defence stores.

Government further stated that a Departmental Committee appointed by the Defence Minister also examined this question and came to the same conclusion for the following additional reasons:—

(i) In order to discharge his responsibility to the Parliament, the Defence Minister could exercise more direct control over the Ordnance Factories if they were run departmentally.

(ii) The administrative complexities that would arise by virtue of following the Company Law.

The Committee wrote further in the same Report that even if it was not considered possible to constitute the Ordnance Factories producing warlike stores into the company system of management, it would still be worthwhile and advantageous to consider the feasibility of handing over the Ordnance Factories producing non-warlike stores to the Production Ministry for being managed under the company system so as also to facilitate the enlargement of their scope for the production of a large variety of stores.

The Committee also further observed:[88]

> In this connection, it was pointed out to them that the Ministry of Defence was almost the sole client of all these Ordnance Factories and, as such, handing them over to the Production Ministry would, without increasing the efficiency, only succeed in interposing another Ministry between the user and the supplier. The Committee are not, however, able to appreciate this argument....The Committee also feel that it would be an additional advantage if the Defence Ministry, which was probably overburdened, could be relieved of the responsibility of managing industries which are not of a strictly security nature as it would enable that Ministry to concentrate on Defence matters which are of vital importance to the defence of the country. At the same time, if placed under the Production Ministry, it might also enable these factories to be fitted into the general industrial development in the country by undertaking production of a greater variety of stores instead of producing only the requirements of the Defence Ministry. The Committee, therefore, recommend that the question of transferring the control of the Ordnance Factories which produce non-warlike stores from the Ministry of Defence to the Ministry of Production should be examined seriously and a decision taken expeditiously without keeping it under consideration for long.

Government in their reply stated as follows[89]:—

> The question of transferring the control of Ordnance Factories which produce non-warlike stores from the Ministry of Defence to other Civil Ministries was examined by the Defence Production Planning Committee in great detail and it was decided, taking all factors into account, that the factories should be under the Defence Ministry.

Provision for National Highways in the Second Five Year Plan

In their Fifty-ninth Report on National Highways and Roads, the Committee remarked about the inadequate provision in Second Five-Year Plan in regard to National Highways. They observed that the Plan confined itself only to the completion of gaps in the existing system. As regards the number of bridges to be constructed in order to make the highway system complete in all respects, the Plan pro-

[88] 54R(EC—1LS), para 49, pp. 23—25.
[89] 117R (EC—2LS), p. 41.

vision fell short of that even in so far as there would still be left out certain major bridges to be carried over to the Third Plan. The Committee further stated in this regard:[61]

> The Committee are sorry to note that not a single additional highway is proposed to be added to the existing system of National Highways in the next five years. They are, however, informed that towards the close of the current plan, it might be necessary to examine the question of expansion of the National Highway system and if it is decided to make any additions to the system, the required funds may be provided in the Third Plan.
>
> The Committee do not consider this assurance as a very satisfactory one. In fact, the Ministry have themselves admitted that there have been persistent demands from States for additions to the existing system. During the discussion on the National Highways Bill in the Houses of Parliament, this question was raised by many of the members. With the reorganisation of States and the establishment of new industries and steel plants, it has assumed added importance. The Committee are, therefore, of the view that the Ministry should, right from now, give attention to this problem and find out in consultation with other Ministries and the State Governments, the areas where development is bound to be very rapid during the Plan period and decide what additional roads should be included in the list of National Highways.

Government in their reply stated as under:[62]

> According to the programme originally drawn up for the development of National Highways during the Second Plan period, it was expected that all the missing links in the existing system would be constructed by the end of the Plan period. It was also expected that out of 116 major bridges remaining to be constructed at the beginning of the Second Plan, sixty bridges would be completed and work would be in different stages of progress on most of the remaining bridges. The National Highway programme has, however, received a setback owing to the reduction in the plan provision from the original amount of Rs. 55 crores to Rs. 45 crores, as a result of the appraisal of the financial resources for the execution of the Second Plan, and the extreme shortage of foreign exchange and the consequent difficulty in getting steel and other essential materials and equipment for bridge construction. In spite of these difficulties, it is hoped to complete the construction of 700 miles of missing links and 40 major bridges and the improvement of 3,500 miles of existing sections of National Highways by the end of the Second Plan.
>
> The Chief Engineers concerned with roads have recently made an assessment of the need for expansion of the National Highway system during the 20-year period from 1961 to 1981 and have suggested for consideration a number of new National Highways in their Report on the future pattern of road development in India. The Report of the Chief Engineers is being examined by the Government of India in consultation with the State Governments. The question of making further additions to the National Highways system is also included in this consideration, specially in connection with formulation of proposals for the Third Five-Year Plan. The additions to the National Highway system will, however, depend ultimately on the quantum of funds set apart for development of National Highway system.

National Highway for entire coastline of India

The Committee while dealing with the development of the West Coast road in Bombay, Mysore and Kerala States, observed that with the completion of the works undertaken, a major portion of the coastline of the country would have a national highway running more or less parallel to it within reasonable distance. The Committee recommended that this process should be carried to its logical conclusion, so as to ensure that by the end of the Third Plan, the entire coastline of the country was girdled by a National Highway. They also recommended that the Intermediate and some of the Minor Ports should be connected with

[61] 59R (EC—1LS), paras 28-29. p. 11.

[62] 66R (EC—2LS), pp. 38—44.

this National Highway by suitable feeder roads. This would facilitate development of ports and ease the transport problem of the country."

Government in their reply stated:[64]

> The recommendation of the Committee that steps should be taken to ensure that by the end of the Third Plan the entire coast-line of the country is girdled by a National Highway will be considered when the Government of India take up for consideration the general question of expansion of the existing National Highway system under the Third Five Year Plan. No funds are available under the Second Five Year Plan for such a general expansion of the National Highway system.
>
> The maritime State Governments were addressed by the Government of India in January 1957, and requested to take suitable steps to ensure that all the intermediate and Minor Ports are connected with the nearest main road by good feeder roads so as to facilitate the movement of goods from and to the ports by road.

Future Policy regarding nationalisation of Motor Transport

In their Sixtieth Report, the Committee while discussing the future policy of Government regarding nationalisation of motor transport in the country observed that considerable ground had yet to be covered regarding the nationalisation of passenger transport and it was, therefore, doubtful whether the States would be in a position to take the added responsibility of nationalising goods transport in the Third Plan period also. They recommended that if, therefore, after consultation with the State Governments, the policy in regard to the nationalisation of goods transport was chalked out upto the end of the Third Plan period, it would act as a great fillip to private enterprise. It had to be remembered that the life of a goods vehicle was about 8 to 10 years. If, therefore, the private enterprise was given a clear indication of the policy till 1965-66, considerable expansion of goods transport could take place in the private sector. The Committee felt that this would materially assist in relieving the transport bottleneck in the country."[65]

Government accepted the recommendation and stated further as follows:[66]

> The decision to extend the moratorium on the nationalisation of goods transport till the end of the Third Plan was announced by the Minister of Transport and Communications in the Lok Sabha on March 28, 1958. Government's decision has been communicated to the State Governments for appropriate action.

Automobile Industry

Referring to the following main recommendations of the Tariff Commission on the automobile industry which had been accepted in principle by the Government, the Committee in their Sixtieth Report expressed the hope that the implementation of these recommendations would put the automobile industry in the country on a sound footing:[67]

(i) The automobile industry should be given protection for a period of 10 years.

(ii) The automobile manufacturers will be free to revise their prices from time to time according to changes in costs but subject to certain conditions.

(iii) The dealers' commission should be fixed at 10 per cent.

---

[64] 59R (EC—1LS), para 54, p. 16.

[65] 66R (EC—2LS), pp. 18—20.

[66] 60R (EC—1LS), para 45, p. 19.

[67] 106R (EC—2LS), p. 4-5.

[67] 60R (EC—1LS), paras, 53—56, p. 19.

of the *ex*-factory price for passenger cars and jeeps and 7·5 per cent. of the *ex*-factory price for trucks, buses and other commercial vehicles but without the monetary ceiling of Rs. 1000 per vehicle as recommended by the Tariff Commission.

(iv) Priority should be given to the manufacture of commercial vehicles rather than passenger cars.

(v) The trend towards the use of diesel commercial vehicles should be encouraged.

(vi) No more passenger cars should be introduced for manufacture in the country.

(vii) Additional capacity for commercial vehicles should be installed in existing units rather than new ones.

The Committee also suggested that the annual production figures should be reviewed periodically as against the requirements, and the installed capacity stepped up further if the requirements increase at a more rapid pace. They anticipated that this was likely to occur as a result of the liberalised policy of the development of motor transport.

Government in their reply stated that every effort was being made to step up production of motor vehicles to meet the growing demand as far as possible. An Automobile Committee was set up in April, 1959 to examine the question of the future development of the automobile industry as well as determining the targets of production of different types of vehicles in the Third Five Year Plan.[**]

DECLARATION OF IMPORTANT WATERWAYS AS NATIONAL WATERWAYS

In their Sixty-first Report on Inland Water Transport, the Committee observed that the Constitution envisaged the declaration of certain inland waterways as national waterways by statute. No such declaration had so far been made as the Central Government was not aware of the financial implications involved and were apprehensive that it might become very difficult to maintain the waterways, once they were declared as national waterways. There was also no provision in the Second Five-Year Plan for declaring the important waterways as national waterways. The Committee observed in this regard:[**]

> The Committee are of the opinion that the Central Government should not shirk their responsibility in the matter. Inland water transport has been neglected for a long time past and it is high time that the matter is taken up seriously. The railways and some roadways have since been nationalised and brought under the Central Government. There is, therefore, no point in not declaring the important waterways as national waterways. The Committee therefore, recommend that the question of declaring important waterways as national waterways should be taken up and that a beginning may be made with the Ganga and Brahmaputra Waterways. Further the proposed Inland Water Transport Committee may be asked to go into the question of expenditure involved in declaring other important waterways in the country as national waterways and to prepare a scheme for gradual increase in the mileage of waterways to be declared as national waterways.

The major implications of declaring a waterway as national by statute, as the Government stated in their reply, were that the Central Government would have to be responsible for the conservancy of such a waterway and also for the administrative control of shipping and navigation on such a

[**] 106R (EC—2LS), pp. 14-15.
[**] 61R (EC—1LS), paras 33—34, p. 10.

waterway. As regards the Calcutta-Assam route the Central Government was making a grant of Rs. 5 lakhs for conservancy. As regards the Ganga, the Ganga-Brahamaputra Water Transport Board had been bearing a substantial part of the conservancy expenditure since 1957. As regards executive control, the State Governments exercised this control. Government added further that the declaring of general waterways as national and taking over the entire administrative responsibility by the Central Government would be decided in the light of the recommendation of the Inland Water Transport Committee.[70]

The Inland Water Transport Committee had dealt with the aspect of declaring important waterways as national waterways and observed:[71]

> We have given anxious thought to the whole question and feel that it is desirable to suggest certain principles on the basis of which it may be examined whether any particular waterway should be considered for being declared as a National Waterway, bearing in mind the legal and financial implications involved. We suggest the following principles for consideration:
>
> (a) That the waterway should pass through and serve the interests of more than one State in India;
>
> (b) that the waterway should have on it a substantial amount of traffic by mechanically propel'ed vessels; and
>
> (c) that the Government of India should be satisfied that it will not be possible for the State Governments concerned to undertake proper regulation and development of such Waterway and that it should. therefore, be virtually taken over by the Government of India in the national interest.
>
> In the light of the above, we doubt if any of the waterways except the one connecting Calcutta with Assam needs further consideration. Even this waterway is not continuous and passes through several hundred miles of Pakistan territory. We feel that the declaration of this waterway as a National Waterway is likely to introduce complications which it would be expedient to avoid at present. In the circumstances, we do not recommend any of the waterways in India to be declared as a National Waterway at this stage.

Commenting on this, the Committee observed:[72]

> While the Committee appreciate the analysis of the problem made by the Inland Water Transport Committee, they are unable to see whether the conclusions drawn by that Committee follow from the analysis. The Inland Water Transport Committee have not explained the considerations underlying the principles enunciated by them for declaring a waterway as a national waterway and whether the principles do not apply in the case of the Ganga Brahmaputra Waterways which the Estimates Committee had specifically suggested to be declared as a National Waterway. As it is stated that the Ganga Brahmaputra Water Transport Board which is a tripartite body bears a substantial portion of the expenditure on the conservancy of the Ganga, and the administrative work relating to the inland vessels on the Ganga and the Brahmaputra is entrusted to a Central Government official, the Committee feel that there is already a *prima facie* case for declaring the Ganga and Brahmaputra Waterways as national waterways. They also feel that though the other waterways might not fulfil all the conditions prescribed by the Inland Water Transport Committee for declaring them as national waterways, it might be essential that some of the important waterways should be declared as national waterways in order that they might be developed on sound lines. They, therefore, reiterate their earlier recommendation and suggest that early action be taken to declare the Ganga Brahmaputra Waterways as National Waterways and also to re-examine that other waterways may be declared as such.

Imported cargo on Government account to be carried in Indian ships

In their Sixty-second Report on Shipping, the Committee recommended

[70] 70R (EC—2LS), pp. 29—31.

[71] *Ibid* pp. 1—3.

[72] 70R (EC—2LS), para 1, p. 3.

that Government should lay down a firm policy that cargoes imported into India on Government account should, as far as possible, be brought in Indian ships."[73]

In their reply Government observed:[74]

> Government have already declared it to be their policy to bring as much as possible of the cargoes imported on their account in Indian ships and instructions have already been issued by the Ministry of W.H. & S. to D.G.I.S.D, London and I.S.M., Washington to the effect that preference should be given to Indian ships if available, irrespective of reductions in freight offered by the vessels of other nationalities. In fact, Indian ships are at present getting more cargoes of this type than they can lift. To watch the position, periodical Reports are also being received from the I.S.D., London and I.S.M., Washington regarding the share of Government cargo allotted to Indian as well as non-Indian ships. As there are no Indian ships plying in the India-U.S.A. trade at present, the entire volume of trade is carried by non-Indian ships. In the India-U.K. Continent run, however, Indian Shipping is getting 25 to 40 per cent. of the cargo moving on Government account and the Indian ships are getting full employment.

Military Dairy Farms to cater to civil requirements

In their Sixty-fourth Report on Military Dairy Farms, the Committee recommended that the Military Farms should also cater to civilian requirements instead of confining their sales to Defence establishments and Service personnel and observed:[75]

> The Committee notice that the policy is to meet only the Defence requirements. While the Committee agree that the policy fulfils the main purpose for which Military farms were set up, they feel that the scope of their activities should be expanded to cater to the civilian requirements also, to the extent possible so that the general public could also avail of the advantages possessed in the Military farms, with their organisation, equipment and technique, and also avail of the products of the modern dairy. Since the Dairy Farms are being run on commercial principles, the Committee feel that it would be in their interest as well as in the interest of the public, if efforts are made to attract customers, other than those of the entitled categories. As a first step in this direction, they would suggest that the farms should undertake supply of dairy products to Civil Hospitals in neighbouring areas. The Committee feel that if the cost of production with reference to the quality is reasonable, there should be no difficulty in persuading civil hospitals to buy milk from military farms. While this would ensure that a constant minimum demand is kept up, it would also save any additional expenditure which retail delivery might entail.

Government in their reply agreed with the recommendation of the Committee to supply to the civil institutions any produce of dairy farms surplus to the requirements of the Defence Services. Government further stated:[76]

> Efforts will be made, wherever possible, to supply dairy produce to Civil Hospitals. At some stations, however, where inquiries were made, the Military Farms were required to submit tenders involving competition with private contractors. This procedure may not be administratively convenient; nevertheless, this aspect will be examined further.

Regular Shipping Services to Burma, East Africa, etc.

In their Sixty-fifth Report on Shipping, the Committee recommended that regular passenger-*cum*-cargo service should be run on routes to Burma, Red Sea and Persian Gulf ports, East Africa, etc. and observed:[77]

> The Committee feel that India is geographically situated in a Central position in Asia and is destined to play an important role in international affairs, espe-

[73] 62R (EC—1LS), para 172, p. 45.
[74] 53R (EC—2LS), pp. 34-35.
[75] 64R (EC—1LS), para 25, p. 10.
[76] 25R (EC—2LS), p. 4.
[77] 65R (EC—1LS), para 100, p. 31.

cially in the East. Apart from strategic importance, her ships will be the symbols of friendship and cultural ties that exist amongst the sister nations of Asia. Her ships would be her roving ambassadors and become an effective instrument in strengthening India's external relations. It is, therefore, necessary to maintain the running passenger and passenger-*cum*-cargo services on routes like India/Burma/Red Sea Ports and Persian Gulf, India/East Africa, etc., even though these services may have to be run at some financial loss in the initial stages.

Government in their reply informed that the passenger-*cum*-cargo services were already being operated by Indian Shipping companies in the India-Burma, India-Malaya and India-East Africa trades. A cargo service was also being operated in the India-Persian Gulf trade by one Indian Shipping Company till recently but owing to losses incurred by them, this service had been discontinued. The Company, was however, operating their vessels on the Burma-Persian Gulf trade. It was the intention of Government that services of India-Persian Gulf and India-Red Sea Ports trades, which were considered unremunerative should be operated by the Western Shipping Corporation, when it had acquired adequate number of vessels."[78]

Chartering of vessels for Coastal Trade

The Committee also observed that the policy of allowing chartering of vessels for coastal trade was not in keeping with the policy of 100 per cent. reservation of coastal trade or Indian Shipping Companies. The Committee hoped that in future such relaxations in the use of Chartered Vessels for normal trade purposes on the coast would be avoided, as far as possible."[79]

Government in their reply, while commending the recommendation of the Committee, observed as under:"[80]

The suggestion made by the Committee is no doubt ideal. The Government of India in fact decided in December 1954 that no fresh charters should be allowed on the coast from April 1, 1955. But having regard to the fact that there is now acute shortage of shipping space on the coast, the actual tonnage being only about 2,38,000 gross tons, it is considered that complete elimination of charters from the coast is not practicable for the present. However, complete control over all charter of foreign tonnage on the coast is maintained by D.G. Shipping and charters are not permitted unless inescapable.

Manufacture of MT vehicles, Armoured Cars, Tanks, etc.

In their Sixty-eighth Report, the Committee recommended that self-sufficiency should be achieved in the matter of manufacture of mechanical transport and armoured vehicles in the country and observed:"[81]

The Committee learn that almost all the requirements of ordinary Mechanical Transport and Armoured Vehicles (including tanks, etc.,) for the Defence forces amounting to about Rs. 9 crores yearly are at present met by imports. As regards soft vehicles (*i.e.*, ordinary lorries and trucks), the Ministry of Defence were stated to be in close consultation with the Ministry of Heavy Industries for the development of their indigenous manufacture and that some progress had been made in this respect by Premier Automobiles and Hindustan Motors, which were able to manufacture only 50 per cent to 60 per cent of the value of these vehicles. For the manufacture of jeeps, M/S. Mahindra and Mahindra were stated to have a programme therefore, for which the Ordnance Factories would help them. The Committee were further informed that 90 per cent of the major soft vehicles would be manufactured in India within four or five years. As regards Armoured

[78] 61R (EC—2LS), p. 9.
[79] 65R (EC—1LS), para 155-156, p. 46.
[80] 61R (EC—2LS), pp. 19-20.
[81] 68R (EC—1LS), para 103, pp. 30-31.

Vehicles, it was stated to have been decided to set up a plant for their manufacture in India and it was hoped that within five years or so, a considerable portion of tanks, etc., would be manufactured in the country. The Committee welcome the efforts made in this direction and hope that more vigorous steps would be taken to achieve self-sufficiency as far as possible.

Government in their reply stated:[48]

The suggestion made by the Estimates Committee has been noted and all possible action is being taken to set up a plant for the manufacture of tanks in India which will be capable of meeting our full requirements.

Law is, in truth, not the will of the State, but that from which the will of the State derives whatever moral authority it may possess.

—HAROLD J. LASKI

[48] 56R (EC—2LS), p. 12.

Short Notes

(a) Parliament Events and Activities

Fifty-fourth Inter-Parliamentary Conference

The 54th Inter-Parliamentary Conference was held in Ottawa (Canada) in September, 1965. The Delegation to the Conference from India was composed of—

Shri Harish Chandra Mathur, M.P (*Leader*).

Shrimati Renu Chakravartty, M.P.

Prof. Mukut Bihari Lal, M.P.

Shrimati Savitri Nigam, M.P.

Shrimati Sharda Bhargava, M.P.

Shri S. S. Bhalerao, Joint Secretary, Rajya Sabha.

The following subjects were discussed at the Conference:—

1. The United Nations, Instrument of International Co-operation for Peace and Disarmament.
2. New Prospects for International Economic Relations.
3. Means of strengthening the Effectiveness of Parliamentary Institutions.
4. The Demographic Problem and the forthcoming United Nations Conference on World Population.
5. Relations between the Inter-Parliamentary Union and UNESCO.

During the Conference period, meetings of the Inter-Parliamentary Council, Standing Study Committees, and Executive Committee of the Inter-Parliamentary Union were also held.

The Association of Secretaries-General of Parliaments also met in Ottawa during this period.

Eleventh Commonwealth Parliamentary Conference

The Eleventh Commonwealth Parliamentary Conference was held in Wellington (New Zealand) in November, 1965. The Indian delegation to the Conference led by Shri Morarji Desai, M.P., included—

Shri A. D. Mani, M.P.

Shri N. G. Ranga, M.P.

Shri Sham Lal Saraf, M.P.

Dr. Anoop Singh, M.P.

Shri N. N. Mallya, Joint Secretary, Lok Sabha.

Smt. Arjanabai Magar, M.L.A., Maharashtra; Shri R. V. Swammatnam, M.L.A., Madras; Shri Harbanslal, Speaker, Punjab Legislative Assembly; Shri S. M. Krishna, M.L.A., Mysore; and Shri Narain Singh Masuda, Deputy Speaker, Rajasthan, also attended the Conference as delegates respectively of Maharashtra, Madras, Punjab and Rajasthan Branches of the Commonwealth Parliamentary Association.

Shri S. H. Belavadi, Secretary, Maharashtra Legislature, attended the Conference as Secretary from the State Branch.

The following subjects were discussed at the Conference:—

1. Economic Growth in the Commonwealth.
2. Parliamentary Government in the Commonwealth.
3. International Affairs.
4. The Commonwealth Parliamentary Association, its future role and development.
5. A Commonwealth Court.

Pre-Conference tours for about two weeks had been arranged by the New Zealand Branch of the Commonwealth Parliamentary Association.

Parliamentary Delegations from Abroad

The following Parliamentary Delegations from a number of countries visited India during June, 1965 to June, 1966:

Tanzanian Parliamentary Delegation

A 4-member Tanzanian Parliamentary Delegation led by H.E. Mr. J. M. Lusinde, Minister for Communications & Works of Tanzania, visited India in November, 1965. Besides Delhi, the delegates visited Agra. The delegates watched the proceedings of Lok Sabha and Rajya Sabha on the 17th November, 1965. A lunch by the Chairman, Rajya Sabha, and the Speaker, Lok Sabha was arranged in honour of the delegation.

British Parliamentary Delegation

A 7-member British Parliamentary Delegation led by the Rt. Hon. Michael Noble, M.P., visited India in November, 1965. Besides Delhi, the delegates were shown round some of the places of cultural and industrial importance in the country. They visited Agra, Chandigarh, Calcutta, Nagpur and Bombay.

The delegates watched the proceedings of Lok Sabha and Rajya Sabha on the 16th November, 1965. A lunch by the Chairman, Rajya Sabha was arranged in honour of the delegation.

U.S. House of Representatives Delegation

A 22-member U.S. House of Representatives Delegation led by Representative Clement J. Zablocki visited India in December, 1965. Besides Delhi, the delegates were shown round Agra. The delegates watched the proceedings of Lok Sabha and Rajya Sabha on the 2nd December, 1965. A lunch by the Chairman, Rajya Sabha, and the Speaker, Lok Sabha was arranged in honour of the delegation.

U.S. Senate Delegation

A 16-member U.S. Senate Delegation led by Senator Wayne Morse, visited India in December, 1965. Besides Delhi, the delegates visited Agra, Chandigarh, Forward Areas near Amritsar, Ladakh and Jaipur. The delegates watched the proceedings of Lok Sabha and Rajya Sabha on the 6th December, 1965. A lunch by the Chairman, Rajya Sabha and the Speaker, Lok Sabha was arranged in honour of the delegation.

Polish Parliamentary Delegation

A 8-member Polish Parliamentary Delegation led by Mr. Czeslaw Wycech, Speaker of the Polish Parliament, visited India in February, 1966. Besides Delhi, the delegates were shown round some of the places of cultural and industrial importance in the country. They visited Bombay, Bhusaval, Ajanta, Ellora, Aurangabad and Agra. The delegates witnessed the President's Address to both Houses of Parliament and watched the proceedings of Lok Sabha and Rajya Sabha on the 14th February, 1966. A lunch by the Chairman, Rajya Sabha and the Speaker,

Lok Sabha was arranged in honour of the delegation.

Delegation of the Rashtriya Panchayat of Nepal

A 10-member delegation of the Rashtriya Panchayat of Nepal led by Rt. Hon. Rajeswar Devkota, Chairman of the Rashtriya Panchayat of Nepal visited India in March-April, 1966. During their tour of the country, the delegates had the opportunity to see besides Delhi, places like Agra, Bhakra Nangal, Chandigarh, Bombay, Madras, Rameshwaram and Calcutta. The delegates watched the proceedings of Lok Sabha and Rajya Sabha on the 23rd March, 1966. A lunch by the Chairman, Rajya Sabha and the Speaker, Lok Sabha was arranged in honour of the delegation.

Third Conference of Chairmen of Public Accounts Committees

The third Conference of Chairmen of the Public Accounts Committees of the Centre and the State Legislatures in India was held in New Delhi for two days, on April 23 and 24, 1966, under the Chairmanship of Shri R. R. Morarka, Chairman of the Public Accounts Committee at the Centre. The Conference was attended by Chairmen of the Public Accounts Committees of all the States except Nagaland, Pondicherry and Tripura.

At the outset, the Speaker of Lok Sabha, Sardar Hukam Singh, paid tributes to the memory of late Shri Jawaharlal Nehru and Shri Lal Bahadur Shastri. The Conference then observed a minute's silence in their memory. Thereafter, Sardar Hukam Singh delivered his inaugural address to the Conference. It was followed by an address to the Conference by the Conference Chairman, Shri Morarka.*

The Conference, *inter alia*, discussed the following points on its agenda:

1. (i) Constitution of the Public Accounts Committee.

   (ii) Scope of Examination by the Public Accounts Committee.

   (iii) The function of the Committee on Public Accounts is the examination of accounts showing the appropriation of sums granted by the House for the expenditure of the State Government, the annual finance accounts of the State Government and such other accounts laid before the Houses as the Committee may think fit.

   The procedure to be adopted when the propriety of a financial transaction of the Government or an autonomous body which is not included in any of the Appropriation Accounts or Audit Reports is remitted by the Legislative Assembly to the Committee on Public Accounts for scrutiny and report.

   (iv) The desirability of bringing the Audit Reports of Autonomous Bodies like Panchayat Institutions, Local Bodies, Universities, City Improvement Trust Boards, etc. under the purview of the Public Accounts Committee.

2. (i) The action that the Public Accounts Committee can take if its recommendations are not implemented in time, without furnishing reasonable explanation for non-implementation.

   (ii) Ways to ensure prompt action by Government on the recommendations of the Committee.

*For extracts of speeches, see under "Addresses and Speeches".

(iii) Action taken on the recommendation of the Committee.

(iv) Review of action taken on earlier recommendations.

3. Evolving a uniform practice both at the Centre and in the State Legislatures regarding powers of the Public Accounts Committee to send for persons, papers and records.

4. (i) Desirability of the Committee being elected once in the life of an Assembly instead of election being held each year.

(ii) Steps that should be taken to implement the decisions taken by the Conference of Chairmen in 1959 in this behalf.

5. (i) Whether some method should be devised for bringing about coordination between Public Accounts Committee and the Estimates Committee?

(ii) Whether there should be provision for a joint meeting of the Public Accounts Committee, Estimates Committee and Public Undertakings Committee to discuss matters of common concern?

6. (i) To evolve a uniform formula in order to determine what should constitute a 'New Service'.

(ii) Desirability of having uniformity in rules regulating the internal working of the Committee among all States, framed on the model of such rules of Lok Sabha.

(iii) Whether it is desirable to prepare an epitome of important decisions on procedural matters instead of preparing an epitome on U.K. Model?

(iv) (a) Whether after a Report of the Committee is presented to the House it is necessary to move a Motion to the effect that the Report be accepted or the Report is automatically taken as accepted on presentation?

(b) Whether there should be specific discussion of the Report of the Public Accounts Committee in the Assembly?

(v) Whether the verbatim record of the proceedings of the Public Accounts Committee should be supplied to every member of the Committee?

(vi) Whether the Members of the Public Accounts Committee should have a right to give a note of dissent on any Report of the Committee?

(vii) Whether members of the Assembly, who are allowed to watch proceedings of the Committee, should have right of discussion?

7. Delay in laying the Audit Reports on the Table of the House.

8. Delay in Public Accounts Committee's Reports on Audit Reports.

9. (i) The desirability of furnishing written notes to the Public Accounts Committee by the Departments of Government on the observations contained in the Appropriation Accounts and the Audit Report.

(ii) Publicity for Reports of Public Accounts Committee.

On the concluding day, there was also a Conference of the Secretaries of State Legislatures which was presided over by Shri S. L. Shakdher, Secretary of Lok Sabha.

M. N. Kaul nominated to Rajya Sabha

Shri M. N. Kaul, former Secretary of Lok Sabha, was nominated by the President to Rajya Sabha, in exercise of the powers conferred on him by article 80(1) (a) of the Constitution.* He took his oath as member of Rajya Sabha on April 4, 1966.

Shri Kaul, after his retirement from the Secretaryship of the House, was appointed "Public Trustee" by the Government of India under Section 153A of the Companies Act, on September 1, 1964. This office he continued to hold till March, 1966. He discharged the functions of this high office with distinction and to the satisfaction of all concerned.

At the time of his retirement from the office of Secretary of Lok Sabha, Shri Kaul was also made an Honorary Officer of Lok Sabha. This was a unique honour shown to him. Shri Kaul is a well-known figure in the parliamentary circles not only in India but in the international field as well. Eloquent tributes were paid to him in Lok Sabha by the Speaker, the Prime Minister and all sections of the House on his retirement.† As Secretary, he had many achievements to his credit and had a distinguished record of devoted service and unflinching loyalty. A man of singular vision and complete dedication to work, he was during his tenure, responsible for many innovations in parliamentary procedure. The 'Journal of Parliamentary Information' itself was his idea and under his able editorship for nearly a decade it has established itself as an authoritative journal on parliamentary information and procedures.

His nomination to Rajya Sabha, apart from being a tribute to his qualities of head and heart, is a well-deserved recognition of the great contribution he made to the building-up of sound parliamentary traditions in India.

Institute of Constitutional and Parliamentary Studies

The Institute of Constitutional and Parliamentary Studies is an addition to the cause of democracy and free institutions in this country. The new Institute, formed in March, 1965, was formally inaugurated by the President of India, Dr. S. Radhakrishnan, on December 10, 1965, in the Central Hall of Parliament House. The Institute is now located in Vithalbhai Patel House, Rafi Marg, New Delhi-6.

Sardar Hukam Singh, Speaker of Lok Sabha, is the President, and Dr. L. M. Singhvi, M. P., is the Executive Chairman of the Institute. Shri M. N. Kaul, M.P., former Secretary and Honorary Officer of Lok Sabha, was the first Director of the Institute. Shri Kaul resigned the office of Director on March 30, 1966, on his nomination as Member of Rajya Sabha. He will, however, continue to serve the Institute as a Member of the Executive Council.

The principal objects of the Institute are to promote and provide for studies in the constitutional and parliamentary fields and to work towards a wide dissemination of democratic values in the country. In pursuance of these objects, the Institute will undertake special studies on the evolution and working of the Indian Constitution in all its aspects as well as comparative studies in the constitutional systems and governmental institutions of various countries and their problems and processes; institute fundamental research on matters relating to developments in constitutional law, conventions and practices, parliamentary procedure, legis-

* See *Gazette Extra.* Pt. II. Sec. 3(ii) dated 30-3-1966.

† See *Journal of Parliamentary Information,* Vol. XI, 1965, pp. 21—23.

lative drafting, trends in judicial interpretation and other allied matters; set up a nation-wide legislative research and reference service; organise seminars, lectures, colloquia, conferences, exhibitions, etc., and publish a journal as well as monographs, books, research papers and studies so as to promote wider knowledge and deeper understanding of democratic processes and to foster broad-based democratic consciousness in the country.

Ever since its inception, the Institute has been active in various fields. It has arranged a series of lectures and other activities including a colloquium on the 'Trends in the Opposition'. The Institute is planning to organise a Seminar on the 'Effectiveness of Parliamentary Institutions in India' and start later this year a Parliamentary Fellowship Programme.

The Institute, in the words of its Executive Chairman, "symbolises our country's commitment to the philosophy of freedom and our faith in constitutional, representative government. It stands for our dedication to the ideals enshrined in our Constitution". Many questions beset the democratic set-up and require constructive thinking. The Institute as envisaged by the Speaker, Sardar Hukam Singh, the President of the Institute, is "the only place wherein an attempt to answer these questions can be made".

Increase in number of free telephone calls admissible to MPs.

In consequence of an amendment made in the Housing and Telephone Facilities (Members of Parliament) Rules, 1956, the number of free telephone calls admissible to Members of Parliament has been doubled. They are not required to make any payment in respect of the first three thousand and six hundred local calls made during a year from the telephones installed at their residence in Delhi/New Delhi. Prior to this, local calls over one thousand and eight hundred were being charged for. The concession was made effective from the 13th March, 1965.

(b) PROCEDURAL MATTERS

Adjournment Motions—Not taken up on the day of the President's Address

Under the rules of Lok Sabha a member can give notice of an adjournment motion on any day on which the House sits. A convention was, however, adopted in 1962 that adjournment motions should not be taken up in the House on the day of the President's Address.*

On February 17, 1965, when Lok Sabha met after the President's Address, a member (Smt. Renu Chakravartty) enquired about the notice of an adjournment motion tabled by her. The Speaker thereupon asked the members to recall the decision taken by the House in 1962 and observed:†

> We had decided that all notices received on the day when the President's Address is delivered will be taken up on the next day; the condition regarding urgency would be waived. They would be considered on the next day and not on the day when the President's Address is delivered to Members of both the Houses. The House had agreed to that procedure. .....The adjournment motions that have been given will be taken up tomorrow.

When another member (Shri H. V. Kamath) pointed out that there was nothing in the rules prohibiting discussion on adjournment motions on the day of the President's Address, the

* L.S. Deb., 18-4-1962, cc. 43-44.

† *Ibid*, 17-2-1965, cc. 23—25.

Speaker observed that he himself had not relied upon any particular rule but had referred only to the convention that had been established by the House. He thought that the House would try to observe that convention.

Privilege: Alleged intimidation of the Chairman of a Parliamentary Committee by a Minister in the Lobby: Lobby comes under the disciplinary control of the Speaker. No notice is taken by the House or the Chair of private conversations in the Lobby if they are reported by another member who overhears the conversation

On April 21, 1965, a member (Shri Ram Sewak Yadav) raised a question of privilege against the Minister of Home Affairs (Shri G. L. Nanda) regarding certain conversation which the Minister had in the Lobby with the Chairman of Public Accounts Committee (Shri R. R. Morarka) as reported to the House by another member (Shri J. B. Kripalani) on April 19, 1965. Shri Kripalani had stated that the Minister had told Shri Morarka in the presence of several members in the Lobby that the P.A.C. Report on Bharat Sewak Samaj was prejudicial and that he (Shri Morarka) was working against the interest of the Congress*. Shri Yadav contended that as this allegation had not been contradicted either by Shri Nanda or by Shri Morarka, although both were present in the House when Shri Kripalani mentioned it, Shri Nanda's remark was a serious breach of privilege of the House and of its Committee.

During the discussion that ensued, another member (Shri R. K. Khadilkar) raised a question whether a private conversation between two members, overheard and reported to the House, could form the subject-matter of a breach of privilege.

The Speaker then informed the House that he had received a letter from Shri Nanda in which he had stated:

> I had a purely private conversation with Shri R. R. Morarka in the Lobby of Lok Sabha. It could not have been my intention to say anything derogatory to the Public Accounts Committee or its Chairman. I am sorry if a contrary impression has been created.

Shri Morarka confirmed that Shri Nanda had told him also that it was a private conversation between them.

After hearing the views of several members and the Minister of Law as to whether there was any breach of privilege, the Speaker *inter alia* ruled†:

> "....if the language is intended or is likely to cause coercion or intimidation, or any offensive language is used, even if it is outside the House, in the Lobby, certainly it is a breach of privilege; it comes under the discipline of the Speaker of this House, and this House can always take action against that. But the question boils down to this. Shri Nanda has said, as I have read now, that he wanted to convey it to a member of his own party and it cannot be said that because he (Shri Morarka) is the Chairman of a Committee, he is not a party member. Shrimati Renu Chakravartty has said that the moment he becomes a Chairman, he ceases to be a member of the Congress. Yet, we have to function on party lines. There might be some meetings held inside the Central Hall. There are some rooms where the parties also hold their meetings. If they sit down and criticise each other, if some member over-hears it and brings it up here, of course, that would not be a subject of breach of privilege.
>
> I am inclined to hold that if such an incident occurred in the lobby, then the person aggrieved is actually the one who

*L.S. Deb. 19-4-1965, cc. 9723—29.

†L.S. Deb. 21-4-1965, cc. 10238—75.

has been intimidated or coerced, or against whom such language had been used. If he brings a complaint, then the House should take notice of it; not if it is brought by other Members who overhear him or who happen to be present there at that time. I have to safeguard the freedom of the members to talk freely inside the lobbies. That must be reconciled with the breach of privilege that might be committed. Both things have to be taken together.

In view of what Shri Nanda has written, that he is sorry that such an impression has been created, the matter is closed and there is nothing more that is required to be done by me."

Resolutions: No amendments|substitute motions can be moved to a resolution approving the Proclamation issued under article 356

On May 6, 1965, the Minister of State in the Ministry of Home Affairs (Shri Jai Sukhlal Hathi) moved the following resolution:—

"That this House approves the Proclamation issued by the Vice-President of India, discharging the functions of the President, on the 24th March, 1965, under article 356 of the Constitution in relation to the State of Kerala."

Certain amendments|substitute motions had been tabled by members to the above resolution. After the resolution was placed before the House by the Speaker, a member (Shri Madhu Limaye) sought to move some amendments given notice of by him. Shri Limaye stated that under rule 177, he was entitled to table amendments to any resolution which was moved in the House.

Ruling out all the amendments|substitute motions, the Speaker observed:*

"It has been argued that there is a provision in rule 177 to the effect that 'after a resolution has been moved, any member may, subject to the rules relating to resolutions, move an amendment to the resolution'....These are only resolutions that are moved by private members and not those that are under the statute or under the Constitution. This is the first aspect.

Then, if hon. Members would look into article 356 of the Constitution, they would see that 'any such Proclamation may be revoked or varied by a subsequent Proclamation'. It is by a proclamation that the President can vary or revoke it.....

Clause (3) of article 356 says that 'Every Proclamation under this article shall be laid before each House of Parliament and shall except where it is a Proclamation revoking a previous Proclamation, cease to operate at the expiration of two months....' it will cease automatically after two months—unless before the expiration of that period it has been approved by resolutions of both Houses of Parliament. So, the statutory requirement is that the Government must place it before the House and unless it is approved by both the Houses, it shall automatically stand revoked or lapsed after two months.

This is the form in which Government has to seek the approval of the House. If the House is not going to give that approval, of course, it would go automatically. But there cannot be any substitute motions on any such statutory resolution which is enjoined by the Constitution itself to be brought in that particular form....If it is not passed in this form, no other form would be sufficient to give it extension. So, no question of any other form arises. Either the House approves of it or it goes out automatically. It cannot be modified or amended."

Examination of the Kerala Government Audit Reports—PAC meets outside New Delhi

Under Rule 267 of the Rules of Procedure and Conduct of Business in Lok Sabha, sittings of a Parliamentary Committee are ordinarily required to be held within the precincts of the Parliament House, New Delhi. In case it becomes necessary to change the venue of the sittings, the permission of the Speaker has to be obtained.

*L.S. Deb., 6-5-1965, cc. 13522—26.

By a Proclamation issued on March 24, 1965, the Vice-President, discharging the functions of the President, assumed to himself, under article 356 of the Constitution, all functions of the Government of Kerala. When the Audit Reports of the Comptroller and Auditor-General of India for the years 1964 and 1965 relating to the Kerala Government were presented to the President,* he caused them to be laid on the Table of the House on August 23, 1965 and September 2, 1965, respectively.

At their sitting held on September 15, 1965, the Public Accounts Committee decided that, subject to the approval of the Speaker, the sittings of the Committee to examine these reports might be held in Trivandrum. The Reports being exhaustive, involving various Departments of the State Government, the Committee were of the view that it would be more economical and convenient to hold sittings at Trivandrum rather than summon several officers and staff to New Delhi along with their files. The Speaker approved the proposal on Septemer 17, 1965.

The Committee met at Trivandrum from October 27, to November 1, 1965, in the Legislative Assembly Chamber. As the time at the disposal of the Committee was limited, the Committee selected for examination some of the important paras only from each year's Audit Report. Visits for on-the-spot study of certain projects were also undertaken by the Committee.

A Camp Office of the Lok Sabha Secretariat, headed by the Deputy Secretary in charge of the Public Accounts Committee, functioned at Trivandrum from October 25 to November 2, 1965. Committee Stenographers of the Lok Sabha Secretariat reported the proceedings of the Committee.

The Ministries of Finance and Home Affairs of the Government of India were represented by a Joint Secretary each. The Kerala Government was represented by the Secretaries to various Departments and the Finance Secretary. Additional Deputy Comptroller and Auditor General and the Accountant General of Kerala represented the audit.

Bill seeking to replace an Ordinance issued under Article 123—Government not precluded from bringing forward such a Bill even if the Ordinance is *sub judice*.

On November 22, 1965, when the motion for consideration of the Metal Corporation of India (Acquisition of Undertaking) Bill, 1965, was moved in Lok Sabha, a point of order was raised by several members that as the Bill sought to replace an Ordinance the constitutional validity of which had been challenged in the Circuit Bench of the Punjab High Court, the matter was *sub judice*. The Members were of the view that if the House proceeded with the Bill, the same arguments were likely to be put forward during the discussion in the House which would otherwise come up in the Court. As such, it was not proper, they argued, to take up consideration of the Bill, till the Court had given its decision on the constitutional validity of the Ordinance.

The Deputy Minister of Law contended that simply because the validity of the Ordinance had been challenged in a Court, the Government was not debarred from bringing forward a Bill to replace the Ordinance issued under article 123, especially in the absence of a stay order from the Supreme Court.

The Speaker did not agree with the objection raised to the consideration

*The operation of the provisions of article 151(2) relating to the submission of audit report was not suspended under the Proclamation.

of the Bill on the ground that the same arguments would be raised in the House as regards the constitutionality of the steps taken by the Government as were likely to be advanced in the Court, and ruled*:

> It is not that we cannot take up these arguments which are advanced there. The first thing is, the constitutionality or otherwise would be decided by the courts themselves: whether it is the ordinance or the law itself. If the same provisions of the ordinance are declared *ultra vires*, then these provisions will go automatically....So, at this moment, I do not feel that there would be any conflict created between us and the judiciary if we only pass this law to replace that ordinance.

Clarifying the points raised by other members, the Speaker further observed that the members would be free to make any observation they liked and rule 352(i)** would not come in their way of just imputing motives or saying anything to that effect.

Lok Sabha: Demands for Grants: A Supplementary Demand can be considered and passed even though a Bill relating to the subject matter of the Demand is pending

On November 18, 1965, during discussion in the House on Supplementary Demands for Grants relating to Budget (General) for 1965-66, a member (Shri H. V. Kamath) raised a point of order that Demand No. 140 relating to Metal Corporation of India could not be discussed and passed unless a Bill on the subject, namely, the Metal Corporation of India (Acquisition of Undertaking) Bill, which was pending before the House, was first passed. His contention was that if the Bill was thrown out, the Demand could not come up before the House.

The Minister of Finance, explaining the position, said that the Metal Corporation of India had already been taken over by an Ordinance on the subject and the Bill in question was to replace that Ordinance. If the House threw out the Bill, the Government would bring forward a Bill to indemnify the Demand. He added that the Demand was perfectly justifiable and in order.

Agreeing with the Minister, the Deputy Speaker ruled the point out of order and observed:†

> Even Ordinance is as good as law according to the Constitution. Under the Ordinance promulgated by the President, the Metal Corporation is already under the management of the Government and the Government has come forward with this Demand. If the main Bill falls through, the Demand also will fall through.

Lok Sabha: Budget of a State prevented under Article 357 does not lapse if the Proclamation in relation to that State is revoked and a fresh one issued

On September 10, 1964, the President issued a Proclamation, under article 356, in relation to the State of Kerala. In pursuance of that Proclamation, the State Budget and Supplementary Demands for Grants were presented to Lok Sabha, under article 357, on March 8, 1965, and February 26, 1965, respectively.

On March 19, 1965, the Budget (Kerala) for 1965-66, Demands for Grants on Account (Kerala) for 1965-66 and Supplementary Demands for Grants (Kerala) for 1964-65 were jointly discussed but the discussion remained inconclusive. In the meantime,

---

* L.S. Deb., 22-11-1965, cc. 3117—29.

** Rule 352(i) lays down :

> A member while speaking shall not refer to any matter of fact on which a judicial decision is pending.

† L.S. Deb., 18-11-1965, cc. 2672—77.

on March 24, 1965, the Vice-President, discharging the functions of the President, revoked the aforesaid Proclamation and issued a fresh Proclamation in relation to the State of Kerala on the same day.

On March 26, 1965, when further discussion on the Kerala Budget etc. was resumed, a point of order was raised that on the revocation of the first Proclamation, the powers of the State Legislature, which vested in Parliament had reverted to the State Legislature and the State Budget and Supplementary Demands presented in pursuance of the Proclamation dated September 10, 1964, had lapsed and could not be proceeded with under the new Proclamation.

After several members spoke on the point of order, the Speaker ruled:*

> If this (budget) had been before the Assembly of Kerala, then everything must have lapsed by the revocation of the proclamation. But this House was seized of that item, and this House has not been dissolved for that item of business to lapse....This House continues.. Simply because the old proclamation was revoked and another one has been brought in, does not automatically result in the lapse of the item before this House.

Precincts of the House: Members cannot remain in the Parliament House Estate for more than an hour after the House has adjourned for the day, without Speaker's permission and no demonstration or performance of a religious ceremony is permissible inside the Estate

On April 28, 1965, a point was raised by a member (Shri Onkarlal Berwa) and some others that one member (Swami Rameshwaranand) was forcibly dragged by the police from the outer lawns within the precincts of Parliament House, on the evenings of April 26 and 27. The Speaker, thereupon, observed:†

> I wish to reiterate my earlier ruling‡ that this House or its precincts cannot be used for any demonstration or even for some religious purpose, howsoever noble the cause may be. Within the precincts of Parliament Estate, I cannot permit any demonstration, I myself gave orders that Swamiji could sit in the House or anywhere outside so long as the House was sitting. But when the House had been adjourned for the day, within an hour after that, the member must go out and after that he could not remain within the precincts of Parliament House Estate without the express permission of the Speaker. When Swamiji continued to sit in the lawns even after one hour had elapsed, he was requested to leave the precincts of Parliament House Estate. He replied that he would not go by himself, but, however, if he was physically removed, it would be a different matter. Thereupon, Swamiji was carried on the shoulders and removed from the precincts of Parliament House Estate. He was not dragged as has been alleged here.

Lok Sabha: Allegations against Ministers or other members of the House should not be based merely on Press reports, but further enquiry should be made into the facts before these allegations are made

On September 2, 1965, a Member (Shri Prakash Vir Shastri), while speaking on the Aligarh Muslim University (Amendment) Bill, 1965, made certain statements alleging that the then Minister of Petroleum and Chemicals (Shri Humayun Kabir) was a member of the Jamiat-ul-Ulema-i-Hind, an organisation whose members had been carrying on a vilification campaign against the Education Minister in connection with the Aligarh Muslim University (Amendment) Ordinance. As soon as the defamatory allegations were made, the Prime

*L.S. Deb., 26-3-1965, cc. 6122-33.

† L.S. Deb., 28-4-1965. cc. 11572—76. Translated from Hindi.

‡ Decisions from the Chair, 1964, L.S. Sectt.; Ruling No. 13.

Minister (Shri Lal Bahadur Shastri) intervened and told the House that he had made inquiries from Shri Kabir who had denied that he had been a member of the Jamiat*.

When, on the following day, Shri Kabir himself made a statement contradicting the allegations, Shri Prakash Vir Shastri reiterated his earlier statement and said that it was based on reports published in *Aljamiat*, the organ of the Jamiat. A memorandum submitted to the Prime Minister and the Home Minister by one Shri Asrarul Haq, Leader of the United Muslim Front, alleging that Wakf funds were being used for carrying on the campaign against the Education Minister was also cited by Shri Shastri in support of his statement. A demand was made in the House that the Speaker should make it a test case and look into the matter to ascertain the facts so as to come to an impartial and objective decision about this matter. It was felt that nothing like this should happen again in future, because the atmosphere of the House was vitiated by such "bandying of words across the floor".

At first the Speaker had no inclination to pursue the matter or enter into any investigation. He advised the House to drop the matter, but both the concerned Members (Shri Prakash Vir Shastri and Shri Humayun Kabir) insisted that the Speaker should go into the facts; Shri Kabir even went so far as to suggest that "whoever was proved to have made a false statement, he should lose his seat in this Parliament for the rest of the tenure".

The Speaker thereupon agreed to look into the facts and place his assessment before the House but he did not like to have a pre-condition about the punishment, as suggested by Shri Kabir.†

On November 17, 1965, after summing up the facts of the case, the Speaker made *inter alia* the following observations**:

> I concede that the freedom of speech of a Member must be kept inviolate. His rights in this respect must remain undamaged. But this freedom while absolute so far as any interference from outside is concerned, is to be restricted and controlled by the House itself. A distinction must be made between what is published in a newspaper or spoken or otherwise written and what is uttered inside the House. Any citizen offending the laws of defamation exposes himself to civil or criminal action in courts and the aggrieved person has a remedy. But inside the House the Member has complete protection under article 105 of the Constitution. Our Rules do make a provision that no defamatory words shall be uttered by a Member under rule 352(vii).
>
> According to Anson, "Speech and action in Parliament may thus be said to be unquestioned and free. But this freedom from external influence or interference does not involve any unrestrained license of speech within the walls of the House."†† Consequently many a time Members have been called to account and punished for offensive words spoken in the House of Commons.
>
> Here, in our House too, it was ruled by the Speaker that "A member who makes an allegation against any person should ensure about the correctness of the facts beforehand and should realise his responsibility as a member". This was in Lok Sabha Debates of 1963.‡
>
> Even in the present case I had observed that mere publication in a newspaper was not enough, and the Member should have made some further enquiry before making these defamatory allegations....
>
> Even making all allowance to Shri Prakash Vir Shastri and even conceding

* L.S. Deb., 2-9-1965, cc. 3424—30.
†L.S. Deb., 3-9-1965, cc. 3729—36.
**L.S. Deb. 17-11-1965, cc. 2397—2402.
††Anson (1) *Parliament*, p. 170.
‡ L.S. Deb., 20-2-1963, cc. 466-67.

that he had had some reasonable grounds of placing reliance on the "Aljamiat", the official organ of the Jamiat, and of giving credit to the memorandum submitted by Shri Asrar-ul-Haq to the Prime Minister, there remains yet another point in the conduct of Shri Prakash Vir Shastri that cannot be justified. When Shri Humayun Kabir had categorically denied both allegations on the floor of the House, Shri Prakash Vir Shastri ought to have accepted that statement within the personal knowledge of an honourable Member in preference to the news in the "Aljamiat" or to the memorandum of Shri Asrar-ul-Haq. I had desired that the matter should be closed. He would have enhanced his own respect and the dignity of this House if he had expressed regret when Shri Kabir made an unequivocal declaration. But on being asked by me, Shri Prakash Vir Shastri insisted that I should make further enquiry, which implied that the news item in 'Aljamiat" and the memorandum were considered by him more dependable than the solemn statement of another Member. Shri Prakash Vir Shastri knew he had no other evidence and he has not been able to produce any. In this respect he has not exercised his discretion correctly.

Belated though it is, I have received a supplementary explanation from Shri Prakash Vir Shastri on November, 15. He concludes therein:—

> "I am sorry that I could not understand that implication at that time.".

Shri Humayun Kabir's position stands vindicated. But keeping in view all the circumstances, I think, no further action is called for in the present case. But I would advise all the Members to exercise greater caution when they have to make imputations.

Democracy is not the enthronement of mediocrity, to the disadvantage of the elite, the enlightened, the cultivated. Democracy is the political liberation of all men from the chains of power.

—R. M. MACIVER

Book Review

"Financial Committees of the Indian Parliament"

A Study in Parliamentary Control Over Public Expenditure, by Dr. R. N. Aggarwala: Issued under the auspices of the Indian Institute of Public Administration (S. Chand & Co., New Delhi, pp. 490 viii, Rs. 25·00).

The book is an exhaustive work on the functioning and other connected aspects of the two financial Committees of the Indian Parliament—the Estimates Committee and the Public Accounts Committee. Divided into 9 Chapters, the book makes an attempt to explain, in some detail, the manner of their working and the results achieved. A number of useful appendices (19) and Tables (20) find a place at the end. The main text is divided into two parts; the first part deals with the Estimates Committee, and the second with the Public Accounts Committee.

The first Chapter is devoted to the attempts made for the setting up of Estimates Committee, during the pre-independence period, and the working of Standing Finance Committee, to which the former is, in a way, a successor. However, only a few pages have been devoted to the Standing Finance Committee, which remained in existence for more than thirty years, with a break of three years. In the opinion of the author, the Standing Finance Committee had 'seldom satisfied the progressive opinion in India', and the revival of that Committee would create 'unnecessary complications'. No doubt the dissatisfaction about the scope and functions of the Standing Finance Committee led to the laying down of its functions frequently, but it does not necessarily mean that the utility of the Committee was not appreciated. The Committee was initially proposed to be constituted with a limited function to 'familiarise the elected members of the Indian Legislature with the process of administration' and bring them into 'closer touch with the executive'. But in fact the Committee came to acquire important functions through its own efforts and the efforts of the Legislative Assembly. All proposals involving expenditure on a 'New Service' or expansion of existing services or supplementary grants or policy matters had to be submitted to the Committee before they were presented to the Assembly for sanction. In that context the working of the Committee needed perhaps a better treatment in a work which is devoted to the Parliamentary Committees only.

The next four Chapters cover the organisation and functions of the Estimates Committee and the procedure and practice of its working. For this purpose, each Chapter has been broken into various sections. The right of Committee to go into matters of policy has been discussed in detail (pages 51 to 58). Arguing the extent to which the Committee should delve into policy matters, the author observes that 'it is necessary that the Committee should mostly keep the economy aspect in view. Efficiency with economy should be the motto of the Commitee in all that the Committee recommends'. Suggesting that the Committee should not recommend additional expenditure, the author says, 'when proposals for increasing budgetary demands cannot be made by Members in the House, a Parliamentary Committee does not

appear to be within its rights to suggest additional expenditure, however laudable the purpose might be'. The important recommendations of the Committee during the period 1950-51 to 1963-64 have been analysed under appropriate sub-heads in nineteen pages. This item, however, needed a greater and detailed study.

The last four Chapters relate to the evolution, organisation and functions of the Public Accounts Committee. In explaining these, same methodology has been adopted as in the earlier part. The Public Accounts Committee's work of 42 years has been analysed by the author in less than 20 pages. The Committee's recommendations which have led to the reform in the fiscal administration and to the laying of rules and regulations for its functions have completely missed the author's notice. On the other hand, minor recommendations like the modification of instructions regarding destruction of files (perhaps old files) have been noted under the analysis. Before closing his discussion on the working of the Public Accounts Committee, the author advocates the publication of evidence tendered before the Committee. He visualizes five 'distinct advantages' that would accrue if the 'evidence' is made public:

(i) the repeated complaint that the witnesses do not come prepared to give evidence might disappear;

(ii) the Secretaries and the Heads of Departments will come well prepared and there will be no need for them to bring a number of junior officials to assist them;

(iii) the need for calling voluminous written information from the Ministries will be obviated;

(iv) the Members of the Committee will also come prepared to Committee's sittings and ask right type of questions; and

(v) the published evidence will have an educative value for Members of Parliament as well as the public.

On the other hand, there appears to be a 'distinct advantage' accruing to the Committee on account of the secrecy of evidence. Those who appear before the Committee express their views frankly because they remain free from any fear of intimidation at the hands of their superiors. The members also talk freely as they do not have the 'whip' at their back. Thus, the secrecy of evidence encourages revelation of true facts before the Committee.

One of the suggestions of the author made at the end is that the members of the Public Accounts Committee should be elected for three consecutive years in view of the technical nature of the Committee's work. He also feels that 'it may be necessary to pursue the implementation of recommendations, but it is not the job of the Committee to make it a mission'.

The inclusion of members of the Council (Rajya Sabha) in the Public Accounts Committee is according to the author "against the spirit if not letter of the Constitution".

The book, though it does not indicate any new line of thinking on the working of the two Committees, and as already stated, is not a complete

study on the subject, is nevertheless, a good addition to the Parliamentary Studies. It contains most of the information relating to the two Parliamentary Committees, which was so far lying scattered. Compilation of all these facts in a book will facilitate future studies and shall also be of immense help to the students of public administration as also to those interested in parliamentary affairs. The book is well-documented and the Bibliography is a useful compilation. One of the interesting features of the book is that it compares some of the important characteristics of the two Committees with those of the Committees of the House of Commons.

A type of character appropriate to the Constitution is the power which continues to sustain it, as it is also the force which originally creates it.

—ARISTOTLE

Recent Literature of Parliamentary Interest

I—BOOKS

General

Modern Political Constitutions: An Introduction to the Comparative Study of their History and Existing Form *by* C. F. Strong (London, Sidgwick & Jackson, 1963).

Parliamentary Privilege *by* A. R. Antulay (Bombay, Commonwealth Parliamentary Association, 1965).

Political Organisation and Comparative Government *by* P. Sharan (Delhi, S. Chand, 1965).

Parliament and the Executive: An Analysis with Readings *by* H. V. Wiseman (London, Routledge and Kegan Paul, 1966).

Australia

House of Representatives: A short description of business and procedures (Canberra, Parliament Australia, 1965).

India

An Outline of Indian Constitutional History *by* V. P. Menon, (Bombay, Bharatiya Vidya Bhavan, 1965).

Financial Committees of the Indian Parliament—A Study in Parliamentary Control over Public Expenditure *by* Dr. R. N. Aggarwala (New Delhi, S. Chand & Co., 1966)*.

The Government and Politics of India *by* W. H. Morris-Jones (London, Hutchinson University Library, 1964).

The President of The Indian Republic *by* R. N. Misra (Bombay, Vora & Co., 1965).

U.K.

In Peril Before Parliament *by* Philip Marsden (London, Barne and Rockcliff, 1965).

Modern British Politics—A Study of Parties and Pressure Groups *by* Samuel H. Beer (London, Fabre and Fabre, 1965).

The British Parliament (New Delhi, British Information Services of India, 1965).

U.S.A.

Constitutionalism in America: Origin and Evolution of its Fundamental Ideas *by* Arthur E. Sutherland (New York, Blaisdell Pub. House, 1965).

Democracy in the United States *by* William H. Riker (New York, MacMillian, 1965).

Electing a President *by* Duane Bradley (Princeton, N.J.D. Vari Nostrand, 1963).

Standards of American Legislation *by* Ernst Freud (Chicago, University of Chicago Press 1965).

The Congressman: His Work As He Sees It *by* Charles L. Clapp (Washington, Brookings Institution, 1963).

---

*Reviewed in this issue.

II—REPORTS

INDIA

Lok Sabha

Third Report of the Committee on Public Undertakings (3rd Lok Sabha)—Shipping Corporation of India (March 15, 1965).

Fourth Report of the Committee on Public Undertakings (3rd Lok Sabha)—Life Insurance Corporation of India (March 24, 1965).

74th Report of the Estimates Committee (3rd Lok Sabha), 1964-65 on Directorate of Manpower and the Institute of Manpower Research of the Ministry of Home Affairs (March 6, 1965).

75th Report of the Estimates Committee (3rd Lok Sabha), 1964-65 on Ministry of Food and Agriculture (Department of Agriculture)—Indian Council of Agricultural Research (April 2,1965).

76th Report of the Estimates Committee, 1964-65 on the Ministry of Food and Agriculture (Department of Agriculture)—Indian Agricultural Research Institute (April 22, 1965).

77th Report of the Estimates Committee (3rd Lok Sabha), 1964-65 on the Ministry of Food and Agriculture (Department of Agriculture)—Central Rice Research Institute, Cuttack (March 26, 1965).

78th Report of the Estimates Committee (3rd Lok Sabha), 1964-65—Ministry of Food and Agriculture (Deptt. of Agriculture)—Forest Research Institute and Colleges, Dehra Dun (April 9, 1965.)

80th Report of the Estimates Committee (3rd Lok Sabha), 1964-65—Ministry of Food and Agriculture (Deptt. of Agriculture)—Indian Grassland and Fodder Research Institute, Jhansi and Soil Conservation Research, Demonstration and Training Centres (April 11, 1965).

81st Report of the Estimates Committee (3rd Lok Sabha), 1964-65—Ministry of Food and Agriculture (Department of Agriculture)—National Dairy Research Institute, Karnal and Indian Veterinary Research Institute, Izatnagar (April 23, 1965).

Financial Committees: A Review : Public Accounts Committee, Estimates Committee and the Committee on Public Undertakings, 1964-65 (September, 1965).

Report of the Parliamentary Committee on the Demand for Punjabi Suba (March 18, 1966).

Fourth Report of the Joint Committee on Offices of Profit (3rd Lok Sabha) (March 23, 1966).

Fourth Report of the Committee of Privileges (3rd Lok Sabha)—Madhu Limaye Case (March 24, 1966).

Rajya Sabha

First Report of the Committee on Subordinate Legislation (March 15, 1966).

Himachal Pradesh

Second Report of the Committee on Estimates—Agriculture Department (April 1, 1965).

Third Report of the Estimates Committee on Cooperative Department (February 1, 1966).

Fifth Report of the Committee on Estimates on the Forest Department, 1965 (February 1, 1966).

Sixth Report of the Estimates Committee on the Public Works Department—Drinking, Water Supply Schemes, Town Planning and Minor Irrigation (February 1, 1966).

Madras

Report of the Committee of Privileges—The "Nathigam" Case, Report and Proceeding (November 5, 1965).

Seventh Report of the Committee on Estimates (Third Assembly), 1964-65—Highways and Rural Works (August 11, 1965).

Eighth Report of the Committee on Estimates (Third Assembly), 1964-65—Community Development Programme (August 11, 1965).

Maharashtra

14th Report of the Estimates Committee (Second Assembly), 1965-66—General Administration Department (July, 1965).

16th Report of the Estimates Committee (Second Assembly), 1965-66—Revenue and Forest Departments (Revenue) (November 16, 1965).

Mysore

Report of the Special Committee on the Walk-out by Some Members during Governor's Address (Second Session, 1965) (October 21, 1965).

Report of the Special Committee of the Legislative Council on the Walk-out by Some Members during Governor's Address (First Session, 1966) (January 29, 1966).

Report of the Committee of Privileges on Gopala Gowda Case, 1965 (March 26, 1965).

Orissa

First Report of the Committee on Estimates (Second Assembly), 1965-66—Agriculture (March 22, 1966)

Second Report of the Committee on Estimates (Second Assembly), 1965-66—Medical (March 22, 1966).

Third Report of the Committee on Estimates (Second Assembly) 1965-66—Public Health. (March 22, 1966).

Punjab

Report of the Committee of Privileges regarding the alleged unlawful detention of an M.L.A by Punjab Police on January 28, 1965 (August 3, 1965).

Report of the Committee of Privileges regarding the positions assigned to the Members of the Vidhan Sabha on the occasion of the swearing-in ceremony of the Governor-designate on September 1, 1965, being derogatory to their status (January 28, 1966).

Report of the Committee of Privileges regarding the misreporting of the speech of an M.L.A. in the *Daily Evening* (January 28, 1966).

Report of the Committee of Privileges regarding the question of privilege arising out of Government instructions prohibiting its employees to approach legislators (January 28, 1966).

Fourth Report of the Committee of Privileges (of the Vidhan Parishad) relating to the misreporting of a Member's speech in a newspaper (March 3, 1966).

Report of the Estimates Committee on the Budget Estimates for 1965-66 relating to Pepsu Road Transport Corporation, Agriculture Department, Forest Department, Public Works Department, Irrigation Branch and Excise and Taxation Department (March 3, 1966).

22nd Report of the Public Accounts Committee, 1965-66 on the Audit Reports on (i) Working of Mandi-Kulu Road Transport Corporation, Mandi, (*ii*) Accounts of PEPSU Road Transport Corporation, (*iii*) Working of Punjab Financial Corporation, and (*iv*) Accounts of the Punjab State Electricity Board, Patiala (October, 1965).

Rajasthan

17th Report of the Estimates Committee (Third Assembly) 1964-65—Department of Animal Husbandry (September, 1965).

Uttar Pradesh

Report of the Committee of Privileges regarding the Question raised on the Breach of Privileges in Vidhan Sabha by an M.L.A. against a member of the Vidhan Parishad (1965).

West Bengal

Sixth Report of the Estimates Committee, 1965-66—Salt Lake Reclamation, City Extension Project (Calcutta, November 2, 1965).

First Report of the Committee of Privileges on the question of breach of privilege arising out of a news-item published in the *Statesman* in regard to a Minister's statement relating to M/s Smith Stainstreet & Co. (March 26, 1966).

AUSTRALIA

Report of the Joint Committee on the Australian Capital Territory on the Supply of Residential Blocks in Canberra (August 31, 1965).

U.K.

House of Commons

Report of the Committee of Privileges on the Complaint concerning the Speech by Mr. Patrick Duffy, M.P. (March 8, 1965).

Fourth Report from the Estimates Committee on the Ministry of Pensions and National Insurance (July 15, 1965).

Fifth Report from the Estimates Committee on Grants to Universities and Colleges (July 20, 1965).

Seventh Report from the Estimates Committee—Session 1964-65—Electrical and Electronic Equipment for the Services (November 3, 1965)

Eighth Report from the Estimates Committee—Session 1964-65—Non-Warlike Stores of the Services November 3, 1965).

First Report from the Estimates Committee—Session 1965-66—Winter Supplementary Estimates (December 16, 1965).

Report of the Select Committee on Nationalised Industries—London Transport—Vol. II (Minutes of Evidence, Appendices and Index) (August 3, 1965).

Second Report from the Select Committee on Statutory Instruments—Session 1964-65—the Burry Inlet Cockle Fishery Order, 1965 (July 13, 1965).

Fifth Report from the Select Committee on Procedure—Session 1964-65—Voting Arrangements for Sick Members (November 2, 1965).

Third Report from the Committee on Procedure of the House of Lords (June 23, 1965).

III—ARTICLES

GENERAL

The Work and Status of the Parliamentary Agent *by* D. C. M. Yardley (*Parliamentary Affairs*, Spring, 1965).

CANADA

Representative Democracy and Political Elites in Canada and the United States *by* Allan Kornberg and Norman Thomas (*Parliamentary Affairs*—Winter 1965-66).

The Canadian Constitution and Parliament *by* Maurice Bourget (*Inter-Parliamentary Bulletin* No. 3 of 1965).

INDIA

Article 194(3) And the Triangle of Democracy *by* Sagar Chand Gupta (*All India Reporter*, August, 1965).

Change the Electoral System *by* K. D. Malaviya (*Seminar*, October, 1965).

Concept of leadership implicit in the Directive Principles of State Policy in

the Indian Constitution. *by* G. S. Sharma (*Journal of the Indian Law Institute*, July-September, 1965).

Democracy and Opposition *by* J. B. Kripalani (*Deccan Harald*, January 30, 1966).

Essentials of Parliamentary Democracy in India *by* Sri Prakasa (*Amrit Bazar Patrika*, January 26, 1966).

Federalism in the Indian Constitution *by* Justice D. N. Sinha. (*Law Quarterly*, December, 1965).

For the success of our Democracy : Need for a Strong Centre. *by* Smt. Tarakeshwari Sinha (*Socialist Congressman*, April 25, 1966).

How the Constitution has worked *by* K. Santhanam (*Indian Review*, January-February, 1966).

Liberalism and the Constitution of India *by* S. P. Aiyar (*Opinion*, January 25, 1966).

Must we have Second Chambers *by* Probal Kumar Dutt. (*Pioneer*, September 19, 1965).

Our Constitution and its Amendments (*Hindusthan Standard*, January 26, 1966).

The Constitutional Status of the Indian Parliament *by* Prof. Satyabrata Rai Chowdhury (*Modern Review*, September 1965).

The Legislative Supermacy in Article 21 of the Constitution *by* U.N. Gupta (*Supreme Court Journal*, February, 1966).

Thoughts on the Constitution of India *by* N. D. Agarwalla (*Economic Affairs*, January, 1966).

Thoughts on the Indian Constitution-Promise and Performance *by* K. Santhanam (*Indian Finance Annual and Year-Book*, 1965).

PAKISTAN

Fundamental Rights in Pakistan *by* Allen Gledhill (*Journal of Indian Law Institute*, January-June, 1965).

Some Reflections on the New Constitution of Pakistan *by* Bishwanath Singh (*Afro-Asian and World Affairs*, Autumn 1965).

POLAND

Parliamentary Elections in Poland *by* Jerzy Plakowski (*East Europe*, August, 1965).

The Parliament of Poland and Its M.Ps. *by* B. Karski (*Socialist Congressman*, February 1,1966).

The Role of the SEYM in Poland *by* B. Karski (*Parliamentary Studies*, April 1966).

U.K.

Committees of the House of Commons *by* Michael Ryle (*Political Quarterly*, July-October, 1965).

Deputy Speakers and Party Politics *by* J. A. Cross (*Parliamentary Affairs*, Autumn,1965).

Parliament and the Constitution *by* Geoffrey Marshall (*Political Quarterly*, July-October, 1965, pp. 266—276).

Parliament Today and Tomorrow (*Political Quarterly*, July-October, 1965, pp. 251—255).

Science and Parliament : The Role of the Select Committees of the House of Commons *by* S. A. Walkland (*Parliamentary Affairs*, Summer, 1965).

The Choosing of Mr. Speaker *by* R. K. Alderman and J. A. Cross. (*The Parliamentarian*, January, 1966).

The House of Lords—Prophecy and Fulfilment *by* Vincent Weare (*Parliamentary Affairs*—Autumn 1965).

The Misuse of the Question of Privilege in the 1964-65 Session of Parliament *by* Colin Seymour-Ure (*Parliamentary Affairs*, Autumn, 1965).

The Prime Minister's Power *by* G. W. Jones (*Parliamentary Studies*, January, 1966).

The Prospects for Parliamentary Reform *by* Bernard Crick (*Political Quarterly*, July-October, 1965, pp. 333—346).

U. S. A

Evolution of Presidential Powers in the U.S. *by* Ernest Cuneo (*Deccan Herald*, February 6, 1966).

ZAMBIA

The Zambian National Assembly : Study of an African Legislature. *by* Anirudha Gupta (*Parliamentary Affairs*, Winter 1965-66).

APPENDICES

APPENDIX I

Statement showing the activities of the Houses of Parliament/State Legislatures during the period of 1st January to 31st December, 1965.

Session during the period	Legislation		Questions						Names of the Committees that met during the period.	No. of sittings held	No. of Reports presented
	No. of bills passed		Starred		Unstarred		Short Notice				
	Govt. bills	Private Members	Notices received	Admitted	Notices Received	Admitted	Notices Received	Admitted			
1	2	3	4	5	6	7	8	9	10	11	12
					Lok Sabha						
Three sessions :											
(*i*) Eleventh Session from 17th February to 11th May, 1965 (57 sittings);	14	..	13823	1349*	960	3419@	571	19	Business Advisory Committee . .	9	9
(*ii*) Twelfth Session from 16th August to 24th September, 1965 (29 sittings);	23	..	9998	864%	695	3190†	190	10	Committee on Absence of Members from the Sittings of the House	4	4
(*iii*) Thirteenth Session from 3rd November to 10th December, 1965 (27 sittings).	12	—	8057	817††	689	2320**	505	18	Committee on Estimates . . .	77	22
									Committee on Government Assurances .	9	1
									Committee on Petitions	4	1
									Committee on Private Members' Bills and Resolutions . .	22	22
									Committee on Privileges . . .	7	3
									Committee on Public Accounts . .	97	11
									Committee on Public Undertakings .	53	11
									Committee on Subordinate Legislation .	5	1

								General Purposes Committee . . .	..
								House Committee	3 ..
								Joint Committee on Salaries and Allowances of Members of Parliament . .	4 ..
								Joint Committee on Offices of Profit .	9 1
				Rajya Sabha					
Four sessions :									
(*i*) Fifty-first session from 17th February to 31st March, 1965 (29 sittings) ;	54	10530	3105	749	2867‡	61	14	Business Advisory Committee . .	5
								Committee on Subordinate Legislation £	1
(*ii*) Fifty-second session from 3rd to 14th May, 1965 (10 stitings);									
(*iii*) Fifty-third session from 16th August to 24th September, 1965 (29 sittings);								House Committee	7
(*iv*) Fifty-fourth session from 3rd November to 11th December, 1965 (28 sittings)..								*Ad Hoc* Committees :	
								Joint Committee on the Press Council Bill, 1963 . .	5
								Joint Committee on the Banaras Hindu University (Amendment) Bill 1964 .	11

*Includes 89 Short Notice Questions admitted as Starred Questions.

@ Includes 2956 Starred Questions and 13 Short Notice Questions admitted as Unstarred Questions

%Includes 40 Short Notice Questions admitted as Starred Questions.

†Includes 2805 Starred Questions and 9 Short Notice Questions admitted a Unstarred Questions.

††Includes 30 Short Notise Questions admitted as Starred Questions.

**Includes 1917 Starred Questions and 4 Short Notice Questions admitted as Unstarred Questions..

‡Includes Starred Questions admitted as Unstarred Questions.

£This Committee was constituted for the first time on 30-9-1964 and was renominated on 14-5-1965.

1	2	3	4	5	6	7	8	9	10	11	
									Joint Committee on the Jawaharlal Nehru University Bill, 1964 . . .	6	
					Andhra Pradesh Legislative Assembly						
Three sessions :											
(i) Fourth Session from 24th February to 31st March, 1965 (28 sittings);	30		4346	2027		2381*	247	71	Committee on Government Assurances	6	1
(ii) Fifth Session from 27th July to 21st August, 1965 (23 sittings);									Committee on Subordinate Legislation	29	1
(iii) Sixth Session from 18th November to 5th December, 1965 (16 sittings)†.									Committee on Petitions	3	3
									Estimates Committee	53	7
									Public Accounts Committee . . .	36	2
									Joint Select Committee on the Andhra Pradesh Shops & Establishments Bill, 1964 . . .	20	..
									Joint Select Committee on the Andhra Pradesh (Telangana Area) Abolition of Inams Bill, 1964 .	15	1
									Joint Select Committee on the Andhra Pradesh (Agricultural Produce and Livestock) Markets Bill, 1964	5	1
									Joint Select Committee on the Andhra Pradesh Charitable & Hindu Reli-		

									gious Institutions & Endowments Bill, 1965 . . .	8	
				Andhra Pradesh Legislative Council							
Two sessions											
(*i*) Ninth Session from 25th June 1964 to 9th July, 1965 (10 sittings);	30	..	317	225	11	11	17	11	Committee on Government Assurances .	10	1
(*ii*) Tenth Session from 27th July, 1965 **(30 sittings) .									Committee on Privileges	1	1
									Committee on Petitions	1	1
									Joint Select Committee on the Andhra University (Amendment) Bill, 1965 . Joint Select Committee on Sri Venkateswara University (Amendment) Bill, 1965. Joint Select Committee on the Osmania University (Amendment) Bill, 1965 . .	5	3
				Bihar Vidhan Sabha							
Three Sessions :	21		6968	4198	1118	1010	703	462	Business Advisory Committee .	5	5
(*i*) From 1st February to 31st March, 1965 (33 sittings) ;									Committee on Assurances . .	10	1
(*ii*) From 19th July to 31st August, 1965 (26 sittings);									Committee of Privileges	4	1
(*iii*) From 6th December, to 23rd December, 1965(14 sittings).									Committee on Subordinate Legislation.	25	2
									Estimates Committee .	6	8
									House Committee	1	
									Public Accounts Committee . . .	25	2
									Rules Committee .	5	1

*Starred Questions admitted as Unstarred Questions.
**The session had not concluded when the information was furnished.

1	2	3	4	5	6	7	8	9	10	11	12
					Bihar Legislative Council						
Three sessions : (*i*) 1st Session from 1st February to 2nd April, 1965 (33 sittings); (*ii*) 2nd Session from 19th July to 21st August, 1965 (26 sittings); (*iii*) 3rd Session from 6th December to 23rd December, 1965 (14 sittings).	21	..	1388	1171	54*	54*	60	44	Assurances Committee	29	..
									Business Advisory Committee .	25	21
									Committee on Petitions	34	1
									Committee on Subordinate Legislation .	32	
									House Committee	9	..
									Library Committee .	4	
									Privilege Committee .	6	
									Private Members' Bills & Resolutions Committee. . .	7	2
									Rules Committee .	6	..
					Gujarat Legislative Assembly						
Three sessions : (*i*) From 15th February to 5th May, 1965 (41 sittings); (*ii*) From 31st August to 7th October, 1965 (13 sittings); (*iii*) From 15th November to 23rd December, 1965 (29 sittings)	42	..	2645	1273	438	438	109	29	Business Advisory Committee . . .	18	18
									Committee on Government Assurances .	7	2
									Estimates Committee .	7	4
									Petitions Committee	..	..
									Privileges Committee .	2	1
									Public Accounts Committee . . .	9	2
									Private Members Bills and Resolutions Committee . .	9	9
									Rules Committee	5	1

*Jammu and Kashmir Legislative Council***

Two sessions : (*i*) From 3rd March to 5th April, 1965 (19 sittings);	19	2	556	502	116	104	1	..	Government Assurances Committee . .	6	2
(*ii*) From 15th September to 16th September 1965 (2 sittings).	3	1				..	..	..	Petitions Committee	1	
									Privileges Committee .	1	
									General Purposes Committee . . .	1	..
									House Committee	1	..
									Rules Committee .	1	1
									Library Committee .	1	.

Madhya Pradesh Vidhan Sabha

Two sessions : (*i*) From 8th February to 8th April, 1965 (37 sittings);	45	..	6468	3592	3176	2536	123	28	Business Advisory Committee . . .	7	6
(*ii*) From 23rd August to 12th September, 1965 (15 sittings).									Committee on Government Assurances .	9	2
									Committee on Private Members Bills & Resolutions . .	8	8
									Committee of Privileges	15	3
									Delegated Legislation Committee . .	11	2
									Estimates Committee	19	2
									House Committee	10	..
									Library Committee .	1	..
									Petitions Committee .	10	6
									Public Accounts Committee . . .	24	2
									Rules Committee .	1	1

*Includes Starred Questions admitted as Unstarred
**Information pertaining to J & K Assembly not received.

1	2	3	4	5	6	7	8	9	10	11	12
									Select Committee on the Madhya Pradesh Children Bill, 1962 .	2	1
									Select Committee on Pradesh Armed Force Bill, 1965 . .	2	1
									Select Committee on the Madhya Pradesh Bhoodan Yagna Bill, 1964 . . .	10	..
									Select Committee on the Madhya Pradesh Children Bill, 1965 . . .	5	..
				Madras Legislative Assembly							
Two sessions : (*i*) Sixth Session from 18th January to 13th May, 1965 (34 sittings); (*ii*) Seventh Session from 27th July to 13th December, 1965 (23 sittings).	40		2431	1977	87	87	60*	26*	Committee on Estimates	37	8
									Committee on Government Assurances .	15	2
									Committee of Privileges	4	2
									Committee on Public Accounts . .	34	1
									Committee on Rules .	3	..
									Committee on Subordinate Legislation .	8	4
									House Committee	4	..
									Joint Committees on—		
									(*i*) The Madurai University Bill, 1965 .	6	1
									(*ii*) The Madras Medical Practitioners Bill, 1965	4	1

										(iii) The Madras University (Amendment) Bill, 1965 . .	3	1
										Select Committees on—		
										(i) The Madras General Sales Tax (Second Amendment) Bill, 1965 . . .	3	1
										(ii) The Madras Entertainments Tax (Amendment) Bill, 1965 .	2	
						Madras Legislative Council						
Two Sessions: (i) XXV Session from 18th January to 13th May, 1965 (22 sittings); (ii) XXVI Session from 30th July to 13th December, 1965 (18 sittings).	40	..	823	595	70	68	26	12		Business Advisory Committee . .	8	
										Committee on Government Assurances .	1	2
										Committee on Privileges	2	1
										House Committee	1	..
						Maharashtra Legislative Assembly						
Three sessions: (i) 1st Session from 15th February to 9th April, 1965 (39 sittings); (ii) 2nd Session from 12th July to 12th August, 1965 (24 sittings); (iii) 3rd Session from 22nd November to 10th December, 1965 (15 sittings).	39		6621	2665	176	83	410	150		Accommodation Committee . . .	5	
										Business Advisory Committee . .	13	
										Catering Committee	1	..
										Committee on Government Assurances .	17	7
										Committee on Leave of Absence of Members from the Sittings of the Assembly .	5	5

*Includes 11 Private Notices received and admitted as Short Notice Questions.

1	2	3	4	5	6	7	8	9	10	11	12
									Committee on Private Members' Bills and Resolutions .	16	16
									Estimates Committee	33	7
									Library Committee	2	..
									Public Accounts Committee . . .	17	3
									Privileges Committee .	29	1
									Subordinate Legislation Committee . .	7	2
									Joint Committee for framing Rules and Orders under the Bombay Legislature Members' Salaries and Allowances Act, 1956	3	..
									Joint Committee on the Maharashtra Land Revenue Code, 1965	1	..
									Joint Committee on the Maharashtra Municipalities Bill, 1965 .	8	1
				Maharashtra Legislative Council							
Three sessions : (*i*) From 15th February to 9th April, 1965 (26 sittings); (*ii*) From 12th July to 12th August, 1965 (19 sittings); (*iii*) From 22nd November to 10th December, 1965 (15 sittings).	1	..	1637	1123*	19	155**	142	56	Business Advisory Committee . .	15	15
									Committee on Government Assurances .	3	..
									Committee on Leave of Absence of Members from the Sittings of the Council	1	1
									Committee on Private Members' Bills and Resolutions . .	10	10

Mysore Legislative Assembly

Two sessions : (i) From 12th January to 22nd April, 1965 (55 sittings) ; ii) From 11th October to 22nd October, 1965 (11 sittings).	30	..	1444	1084	652	444	45	18	Business Advisory Committee . .	8	8
									Committee on Estimates	..	1
									Committee on Government Assurances	13	1
									Committee of Privileges	3	1
									Committee on Private Members' Bills & Resolutions . .	4	4
									Committee on Subordinate Legislation	34	2
									Public Accounts Committee . . .	25	1
									Select Committee on the Mysore Cattle Trespass Bill, 1965 .	4	1
									Joint Select Committee on the Mysore Agricultural Debtors Relief Bill, 1962 . .	6	1
									Special Committee on Walk-out by Some Members during Governor's Address .	6	1

Mysore Legislative Council

Two sessions : (i) From 12th January to 24th April, 1965 (46 sittings); (ii) From 18th October to 22nd October, 1965 (5 sittings.)	30	..	278	267	86	84	12	8	Business Advisory Committee . . .	4	4
									Committee on Government Assurances .	7	1
									Committee on Subordinate Legislation .	34	2

*Includes 8 Short Notice Questions admitted as Starred Questions.

**Includes 145 Starred Questions admitted as Unstarred Questions.

1	2	3	4	5	6	7	8	9	10	11	12
									Joint Select Committee on the Mysore Public Libraries Bill, 1964	5	1
									Joint Select Committee on the Mysore Panchayat Raj Bill, 1964	20	1
									Joint Select Committee on the Mysore Excise Bill, 1964 . .	8	1
									Joint Select Committee on the Mysore Irrigation Bill, 1964 .	7	1
					Nagaland Legislative Assembly						
Two sessions : (i) From 18th March to 30th March, 1965 (10 sittings); (ii) From 2nd September to 11th September, 1965 (6 sittings).	8	..	54	54	246	237	..	..	Assurances Committee	3	1
									Business Advisory Committee . . .	2	..
									Estimates Committee .	6	1
									Public Accounts Committee . . .	6	2
									Subordinate Legislation Committee . .	1	1
									House Committee .	1	1
					Punjab Vidhan Sabha						
Two sessions: (i) First (Budget) Session from 22nd February to 28th April, 1965 (41 sittings); (ii) Second (Autumn) Session from 11th October to 24th November, 1965 (26 sittings).	30	..	2713	2083	1283	990	85	30	Business Advisory Committee . .	25	18
									Committee on Estimates	43	3
									Committee on Government Assurances .	13	1
									Committee on Subordinate Legislation .	20	

Committee of Privileges	8	4
Committee to consider the opinion of the Supreme Court of India on Special Reference No. 1 of 1964	1	..
House Committee	2	..
Public Accounts Committee	43	2
Rules Committee	17	..
Hindi Regional Committee	7	6
(i) Sub-Committee on Local Self Government and Village Administration	7	..
(ii) Sub-Committee on Agriculture	18	..
(iii) Sub-Committee on Cooperative Societies	8	..
(iv) Sub-Committee on Development and Cottage and Small Scale Industries	6	
(v) Sub-Committee on the Punjab Municipal Bill, 1963	6	1
(vi) Sub-Committee on the Punjab Municipal Corporation Bill, 1963	18	..
(vii) Implementation Sub-Committee	5	..
Punjabi Regional Committee	5	5

1	2	3	4	5	6	7	8	9	10	11	12
									(i) Sub-Committee on Public Health and Sanitation . .	1	
									(ii) Sub-Committee on Education . .	2	1
									(iii) Sub-Committee on Agriculture . .	4	1
									(iv) Sub-Committee on Livestock and Fisheries . . .	3	..
									(v) Sub-Committee on Cottage and Small Scale Industries and Development, etc.	12	..
									(vi) Sub-Committee on Cooperative Societies etc.	2	..
									(vii) Implementation Sub-Committee	2	..
									(viii) Sub-Committee on Punjab Municipal Corporations Bill, 1963 . . .	7	..
									(ix) Sub-Committee on the Punjab Municipal Bill, 1963 . .	4	
				Punjab Vidhan Parishad							
Two sessions : (i) From 22nd February to 5th May, 1965 (37 sittings); (ii) From 11th October to 25th November, 1965 (19 sittings).	30	..	1847	1624*[illegible]	368	641**[illegible]	101	23	Business Advisory Committee .	14	..
									Committee on Government Assurances .	40	1
									Committee on Petitions	4	..

							Committee on Privileges	5	2
							Committee on Subordinate Legislation .	19	1
							House Committee .	7	..
							Library Committee .	11	..
							Rules Committee .	18	..
							Ad Hoc Committee constituted for drafting the Code of Conduct as envisaged in the recommendations of the Santhanam Committee Report .	5	..
							Joint Select Committee on the Punjab Industrial Establishments (National and Festival Holidays and Casual and Sick Leave) Bill, 1965 . . .	1	1
							Select Committee on the Punjab Cattle Preservation Bill, 1964	2	1
							Special Committee to consider point arising out of the opinion of the Supreme Court of India on Special Reference No. 1 of 1964 . . .	1	..
				Rajasthan Legislative Assembly					
Two sessions : (i) From 24th February to 16th April, 1965 (39 sittings) ; (ii) From 20th September to 9th October, 1965 (13 sittings).	19	3890	1323	137	257†	143	..	Business Advisory Committee . .	7	5
								Committee on Subordinate Legislation .	49	2

*Includes 55 Short Notice Questions admitted as Starred.
**Includes 172 Starred and 3 Short Notice Questions admitted as Unstarred.
†Includes Starred Questions admitted as Unstarred.

1	2	3	4	5	6	7	8	9	10	11	12
									Committee on Petitions	57	2
									Committee of Privileges	8	..
									Estimates Committee	55	3
									House Committee .	24	
									Public Accounts Committee . . .	107	2
									Select Committee on the Rajasthan Premises (Control of Rent and Eviction) (Amendment) Bill, 1964 .	1	1
									Select Committee on the Rajasthan Co-operative Societies Bill, 1964 . .	7	1
									Select Committee on the Rajasthan Tenancy Bill, 1965 . .	15	
									Select Committee on the Nathdwara Temple (Amendment) Bill, 1964 . . .	2	1
									Select Committee on the Rajasthan Stamp Bill, 1965 . .	5	
					Uttar Pradesh Vidhan Sabha						
Two sessions : (*i*) First Session from 8th February to 30th April, 1965 (49 sittings); (*ii*) Second Session from 2nd August to 4th November, 1965 (33 sittings).	27	..	13822	8082	970	862	2398	285	Accommodation Advisory Committee .	3	
									Committee on Delegated Legislation . .	50	2
									Committee on Government Assurances .	35	4

								Committee on Estimates	174	4
								Committee on Petitions	10	6
								Committee on Privileges	32	10
								Committee on Public Accounts . .	28	2
								Rules Committee	13	1
				Uttar Pradesh Legislative Council						
Two sessions : (i) From 8t h February to 30th April, 1965 (42 sittings); (ii) From 16th August to 28th October, 1965 (33 sittings).	27	2607	2097	147	147	93	43	Assurances Committee	50	4
								Business Advisory Committee . .	14	14
								House Committee	1	
								Petition Committee	6	..
								Privilege Committee	22	3
								Rules Revision Committee . . .	10	..
				UNION TERRITORIES						
				Manipur Legislative Assembly						
Two sessions : (i) Second ses sion from 8th February to 29th March, 1965 (24 sittings); (ii) Third sessionfrom 27th September to 1st October, 1965 (5 sitings).	6	192	100	41	41	12	6	Business Advisory Committee . . .	8	8
								Committee on Delegated Legislation . .	20	1
								Committee on Privileges	7	
								Committee on Government Assurances .	1	
								Committee on Petitions	1	
								Estimates Committee .	45	5
								Public Accounts Committee . .	25	3
								Standing Committee .	7	

1	2	3	4	5	6	7	8	9	10	11	12
				Tripura Legislative Assembly							
Three sessions : (i) From 10th March to 9th April, 1965 (19 sittings); (ii) From 9th July to 15th July, 1965 (5 sittings); (iii) From 11th November to 17th November, 1965 (5 sittings).	7		633	598*	16	8	12	10**	Business Advisory Committee . .	4	3
									Committee on Absence of Members . .	5	2
									Committee on Estimates	15	1
									Committee on Petitions	4	1
									Committee on Public Accounts . .	9	1
									Committee on Privileges	1	
				Pondicherry Legislative Assembly							
Three sessions : (i) From 27th February to 27th March, 1965 (20 sittings); (ii) From 13th to 21st September, 1965 (5 sittings); (iii) From 6th to 13th December, 1965 (4 sittings).	24		93	93†	2	2	8		Assurances Committee	5	..
									Delegated Legislation Committee . .	1	..
									Estimates Committee .	4	..
									Public Accounts Committee . . .	2	
									Rules Committee . .	3	
				Goa, Daman & Diu Legislative Assembly							
Three sessions : (i) From 18th January to 26th March, 1965 (32 sittings); (ii) From 26th July to 12th August, 1965 (14 sittings); (iii) From 8th November to 12th November, 1965 (3 sittings).	19		342	301	8	8	32	25	Select Committee on the Goa, Deman & Diu Civil Courts Bill, 1965	3	1
									Select Committee on the Goa, Daman & Diu Mamlatdars' Courts Bill, 1965 . .	9	..

*Includes 159 Unstarred Questions.
**Includes 8 Starred Questions admitted as Short Notice Questions.
†Includes 6 Short Notice Questions admitted as Starred.

APPENDIX II

List of Bills passed by the Houses of Parliament and assented to by the President during the period 1st January 1965 to 31st December, 1965

Sl. No.	Title of the Bill	Date of Assent by the President
1	2	3
1	The Income-tax (Amendment) Bill, 1965	12-3-1965
2	The Appropriation Bill, 1965	15-3-1965
3	The Appropriation (Railways) Bill, 1965	26-3-1965
4	The Appropriation (Railways) No. 2 Bill, 1965	26-3-1965
5	The Appropriation (Vote on Account) Bill, 1965	29-3-1965
6	The Industries (Development and Regulation) Amendment Bill, 1965	29-3-1965
7	The Kerala Appropriation Bill, 1965	31-3-1965
8	The Kerala Appropriation (Vote on Account) Bill, 1965	31-3-1965
9	The Armed Forces (Special Powers) Continuance Bill, 1965	1-4-1965
10	The Finance Bill, 1965	11-5-1965
11	The Appropriation (No. 2) Bill, 1965	11-5-1965
12	The Kerala State Legislature (Delegation of Powers) Bill, 1965	14-5-1965
13	The Kerala Appropriation (No. 2) Bill, 1965	14-5-1965
14	The Representation of the People (Amendment) Bill, 1965	21-5-1965
15	The Finance (No. 2) Bill, 1965	11-9-1965
16	The Press and Registration of Books (Amendment) Bill, 1965	22-9-1965
17	The Representation of the People (Second Amendment) Bill, 1965	22-9-1965
18	The Gold (Control) Bill, 1965	22-9-1965
19	The Aligarh Muslim University (Amendment) Bill, 1965	22-9-1965
20	The Warehousing Corporations (Supplementary) Bill, 1965	22-9-1965
21	The Payment of Bonus Bill, 1965	25-9-1965
22	The Employees' Provident Funds (Amendment) Bill, 1965	25-9-1965
23	The Banking Laws (Application to Co-operative Societies) Bill, 1965	25-9-1965

1	2	3
24	The Kerala Appropriation (No. 3) Bill, 1965	25-9-1965
25	The Kerala Appropriation (No. 4) Bill, 1965	25-9-1965
26	The Appropriation (No. 3) Bill, 1965	25-9-1965
27	The Appropriation (No. 4) Bill, 1965	25-9-1965
28	The Appropriation (Railways) No. 3 Bill, 1965	25-9-1965
29	The Appropriation (Railways) No. 4 Bill, 1965	25-9-1965
30	The Goa, Daman and Diu (Extension of the Code of Civil Procedure and the Arbitration Act) Bill, 1965	25-9-1965
*31	The Companies (Amendment) Bill, 1965	25-9-1965
32	The Insurance (Amendment) Bill, 1965	29-9-1965
33	The Life Insurance Corporation (Amendment) Bill, 1965	29-9-1965
34	The Press Council Bill, 1965	12-11-1965
**35	The Industrial Disputes (Amendment) Bill, 1965	19-11-1965
36	The Delhi Motor Vehicles Taxation (Amendment) Bill, 1965	27-11-1965
37	The Appropriation (No. 5) Bill, 1965	27-11-1965
38	The Delhi Land Reforms (Amendment) Bill, 1965	30-11-1965
39	The Indian Works of Defence (Amendment) Bill, 1965	3-12-1965
40	The Railways (Employment of Members of the Armed Forces) Bill, 1965	3-12-1965
41	The Taxation Laws (Amendment and Miscellaneous Provisions) Bill, 1965	4-12-1965
42	The Cardamom Bill, 1965	9-12-1965
43	The Kerala Appropriation (No. 5) Bill, 1965	10-12-1965
44	The Metal Corporation of India (Acquisition of Undertaking) Bill, 1965	12-12-1965
45	The Coal Mines Provident Fund and Bonus Schemes (Amendment) Bill, 1965	13-12-1965
46	The Indian Tariff (Amendment) Bill, 1965	17-12-1965
47	The Union Duties of Excise (Distribution) Amendment Bill, 1965	17-12-1965
48	The Additional Duties of Excise (Goods of Special Importance) Amendment Bill, 1965	22-12-1965
49	The Union Territories (Direct Election to the House of the People) Bill, 1965	22-12-1965
50	The Goa, Daman and Diu (Absorbed Employees) Bill, 1965	22-12-1965
51	The Estate Duty (Distribution) Amendment Bill, 1965	22-12-1965

*The Bill was introduced in Lok Sabha as "The Companies (Second Amendment) Bill, 1964". The Short Title of the Bill was changed to "The Companies (Amendment) Bill, 1965" when passed by Lok Sabha.

** The Bill was introduced in Rajya Sabha as "The Industrial Disputes (Second Amendment) Bill, 1964". The Short Title of the Bill was changed to "The Industrial Disputes (Amendment) Bill, 1965" when passed by Rajya Sabha.

APPENDIX III

List of Bills passed by the State Legisla tures during the period 1st January to 31st December, 1965

ADMINISTRATION

ANDHRA PRADESH

(1) The Hyderabad Municipal Corporation (Amendment) Bill, 1965.

(2) The Andhra Pradesh Village Courts (Validation of Enhanced Jurisdiction) Bill, 1965.

(3) The Indian Registration (Andhra Pradesh) Amendment Bill, 1965.

(4) The Indian Stamps (Andhra Pradesh Amendment) Bill, 1965.

(5) The Andhra Pradesh Civil Services (Disciplinary Proceedings Tribunal) Amendment Bill, 1965.

(6) The Andhra Pradesh Municipalities (Postponement of Elections) Bill, 1965.

BIHAR

(1) The Bihar Deputy Ministers' Salaries and Allowances (Amendment) Bill, 1965.

(2) The Indian Tolls (Bihar Amendment) Bill, 1965.

(3) The Bihar Municipal (Amendment) Bill, 1965.

(4) The Bihar Waqf (Amendment) Bill, 1965.

GUJARAT

(1) The Gujarat Panchayats and the Gujarat New Capital (Periphery) Control (Amendment) Bill, 1965.

(2) The Societies Registration (Gujarat Amendment) Bill, 1965.

(3) The Gujarat Panchayats (Amendment) Bill, 1965.

(4) The Gujarat Municipalities (Amendment) Bill, 1965.

(5) The Gujarat Municipalities (Second Amendment) Bill, 1965.

(6) The Gujarat New Capital (Periphery) Control (Amendment) Bill, 1965.

(7) The Gujarat Local Authorities (Emergency Provisions) Bill, 1965.

(8) The Gujarat Panchayats (Second) Amendment) Bill, 1965.

(9) The Gujarat High Court (Uniformity in Jurisdiction) Bill, 1965.

JAMMU & KASHMIR

(1) The Jammu & Kashmir Government Servants Prevention of Corruption Commission (Second Amendment) Bill, 1965.

(2) A Bill further to amend the Jammu and Kashmir Town Area Act, Samvat 2011.

(3) A Bill further to amend the Jammu & Kashmir Medical Registration Act, Samvat 1998.

(4) A Bill to amend the Jammu and Kashmir Village Panchayats Act, 1965.

MADHYA PRADESH

(1) The Madhya Pradesh Municipal Corporation (Amendment) Bill, 1965.

(2) The Madhya Pradesh Panchayats (Amendment and Validation) Bill, 1965.

(3) The Madhya Pradesh Premises Control (Amendment) Bill, 1965.

(4) The Madhya Pradesh Municipal Corporation (Second Amendment) Bill, 1965.

(5) The Madhya Pradesh Public Administration Bill, 1964.

(6) The Madhya Pradesh Municipalities (Payment of Allowances to Office-bearers) (Validation) Bill, 1964.

(7) The Madhya Pradesh Abolition of Ownership Right (Vindhya Pradesh Area) Bill, 1965.

(8) The Madhya Pradesh Extension of Law on Weeding of Records Bill, 1965.

(9) The Indian Registration (Madhya Pradesh Amendment) Bill, 1965.

(10) The Madhya Pradesh Official Premises Compound (Eviction) Amendment Bill, 1965.

(11) The Madhya Pradesh Assistance Undertaking (Special Provisions) Bill, 1965.

(12) The Madhya Pradesh Public Safety (Amendment) Bill, 1965.

(13) The Madhya Pradesh Village Sanitation and Public Administration Repealing Bill, 1965.

MADRAS

(1) The Madras District Development Councils (Amendment) Bill, 1965.

(2) The Madras City Municipal Corporation (Amendment) Bill, 1965.

(3) The Madras (Transferred Territory) Extension of Laws Bill, 1965.

(4) The Madras Panchayats (Amendment) Bill, 1965.

(5) The Madras Public Buildings (Licensing) Bill, 1965.

MAHARASHTRA

(1) The Maharashtra Municipalities Bill, 1965.

(2) The Maharashtra Government Servants Inquiries (Evidence of Corruption) Bill, 1965.

(3) The Bombay Provincial Municipal Corporation and City of Nagpur Corporation (Amendment) Bill, 1965.

(4) The Bombay Village Panchayats (Amendment) Bill, 1965.

(5) The Waqf (Maharashtra Amendment) Bill, 1965.

(6) The Bombay Highways (Extension and Amendment) Bill, 1965.

(7) The Bombay Public Trusts (Amendment) Bill, 1965.

(8) The Ambernath Interim Municipality (Constitution and Actions) Validation Bill, 1965.

(9) The Land Revenue, Village Panchayats and Zilla Parishads (Amendment) Bill, 1965.

(10) The Maharashtra Market Committees (Postponement of Elections during the Emergency) Bill, 1965.

(11) The Maharashtra Municipalities (Postponement of General Elections Pending Unification of Municipal Laws) and Maharashtra Municipalities (Amendment) Bill, 1965.

(12) The Maharashtra Municipal Corporations (Postponement of Elections during the Emergency) and the Bombay Provincial Municipal Corporations (Amendment) Bill, 1965.

(13) The Bombay State Guarantees (Repeal) Bill, 1964.

MYSORE

(1) The Mysore Village Panchayats and Local Boards (Amendment) Bill, 1965.

(2) The Mysore Societies Registration (Amendment) Bill, 1965.

(3) The City of Bangalore Municipal Corporation (Amendment) Bill, 1965.

(4) The Channarayapatna Town Municipality (Alteration of Limits) Validation Bill, 1965.

(5) The Mysore Local Authorities (Postponement of Elections and Continuance of Administrators) Bill, 1965.

(6) The Mysore State Civil Services Class III Posts Recruitment (Validation) Bill, 1965.

PUNJAB

(1) The Punjab Panchayat Samitis and Zila Parishads (Amendment) Bill, 1965.

(2) The Punjab Official Languages (Amendment) Bill, 1965.

(3) The Punjab Excise (Amendment) Bill, 1965.

(4) The Punjab Ministers and Deputy Ministers Salaries and Allowances (Validation) Bill, 1965.

(5) The Punjab Town Improvement (Amendment & Miscellaneous Provisions) Bill, 1965.

(6) The East Punjab War Awards (Amendment) Bill, 1965.

RAJASTHAN

(1) The Rajasthan Panchayat Samitis and Zila Parishads (Amendment) Bill, 1965.

(2) The Rajasthan Certain Municipalities (Continued Existence and Constitution and Proceedings of Boards) Validating Bill, 1965.

(3) The Rajasthan Ministers' Salaries (Amendment) Bill, 1965.

(4) The Rajasthan Panchayat Samitis and Zila Parishads (Second Amendment) Bill, 1965.

(5) The Rajasthan Municipalities (Amendment) Bill, 1965.

UTTAR PRADESH

(1) The Uttar Pradesh Municipalities (Amendment) Bill, 1965.

(2) The Uttar Pradesh Sthaniya Nikaya (Alpakalik Vyavastha) (Sanshodhan) Vidheyak, 1965.

(3) The Uttar Pradesh Vigilance Establishment Bill, 1965.

(4) The Uttar Pradesh Panchayat Raj (Amendment) Bill, 1965.

(5) The Uttar Pradesh Sthaniya Nikaya (Alpakalik Vyavastha) (Dwitiya Sanshodhan) Vidheyak, 1965.

(6) The Uttar Pradesh Kshettra Samitis and Zila Parishads (Sanshodhan) Vidheyak, 1965.

(7) The Uttar Pradesh Roadside Land Control (Sanshodhan) Vidheyak, 1965.

(8) The Uttar Pradesh Land (Eviction and Recovery of Rent and Damages) (Amendment) Bill, 1965.

(9) The Uttar Pradesh Hindu Public Religious Institutions (Prevention of Dissipation of Properties) (Temporary Powers) (Amendment Bill. 1965.

GOA, DAMAN & DIU

(1) The Goa, Daman and Diu Administrative Tribunal Bill, 1965.

(2) The Goa, Daman and Diu Administration of Evacuee Property (Amendment) Bill, 1965.

(3) The Goa, Daman and Diu Salaries and Allowances of Ministers (Amendment) Bill, 1965.

MANIPUR

The West Bengal Security (Manipur Amendment) Bill, 1965.

NAGALAND

(1) The Nagaland Police Enhanced Disciplinary Power Bill, 1965.

(2) The Nagaland Police Enhanced Disciplinary Power (Amendment) Bill, 1965.

(3) The Nagaland Requisition of Porters Bill, 1965.

PONDICHERRY

(1) The Pondicherry Official Languages Bill, 1965.

(2) The Pondicherry Home Guards Bill, 1965.

(3) The Pondicherry Municipal Councils (Election) Bill, 1965.

(4) The Police (Pondicherry Amendment) Bill, 1965.

(5) The Karaikal Pannaiyal Protection Bill, 1965.

TRIPURA

The Police (Tripura Amendment) Bill, 1965.

COMMERCE AND INDUSTRY

GUJARAT

(1) The Bombay Khadi & Village Industries (Gujarat Amendment) Bill, 1965.

(2) The Bombay Weights & Measures (Enforcement) Gujarat (Amendment) Bill, 1965.

JAMMU AND KASHMIR

The Jammu and Kashmir Khadi and Village Industries Board Bill, 1965.

MADHYA PRADESH

The Madhya Pradesh Khadi and Village Industries (Amendment) Bill, 1965.

MADRAS

(1) The Indian Partnership (Madras Amendment) Bill, 1965.

(2) The Cotton Ginning and Pressing Factories (Madras Amendment) Bill, 1965.

MAHARASHTRA

The Bombay Khadi and Village Industries (Amendment) Bill, 1965.

PUNJAB

The Punjab Cotton Ginning and Pressing Factories (Amendment) Bill, 1965.

GOA, DAMAN & DIU

(1) The Goa, Daman and Diu Khadi and Village Board Bill, 1965.

(2) The Goa, Daman and Diu State Aid to Industries Bill, 1965.

(3) The Goa, Daman and Diu Khadi and Village Industries Board (Amendment) Bill, 1965.

(4) The Goa, Daman and Diu Industrial Development Bill, 1965.

PONDICHERRY

The Pondicherry Weights and Measures (Enforcement) Amendment Bill, 1965.

COMMUNITY DEVELOPMENT AND CO-OPERATION

ANDHRA PRADESH

The Andhra Pradesh Cooperative Societies (Amendment) Bill, 1965.

JAMMU AND KASHMIR

A Bill further to amend the Jammu & Kashmir Cooperative Societies Bill, 1960.

MAHARASHTRA

The Maharashtra Cooperative Societies (Amendment) Bill, 1965.

PUNJAB

The Punjab Cooperative Societies (Amendment) Bill, 1965.

RAJASTHAN

The Rajasthan Cooperative Societies Bill, 1964.

UTTAR PRADESH

The U.P. Cooperative Societies Bill, 1964.

PONDICHERRY

The Pondicherry Cooperative Societies Bill, 1965.

EDUCATION

ANDHRA PRADESH

(1) The Andhra University (Amendment) Bill, 1965.

(2) Sri Venkateswara University (Amendment) Bill, 1965.

(3) The Osmania University (Amendment) Bill, 1965.

BIHAR

(1) The Kameshwar Singh Darbhanga Sanskrit Vishwavidyalaya (Amending & Validating) Bill, 1962.

(2) The Bihar University Laws (Amendment) Bill, 1965.

(3) The Kameshwar Singh Darbhanga Sanskrit Vishwavidyalaya Bill, 1964.

GUJARAT

(1) The Surat University Bill, 1965.

(2) The Gujarat Ayurved University Bill, 1965.

(3) The Saurashtra University Bill, 1965.

(4) The Gujarat Ancient Monuments and Archaeological Sites and Remains Bill, 1965.

JAMMU & KASHMIR

(1) The Jammu & Kashmir University Bill, 1965.

(2) The Jammu & Kashmir Secondary Education Bill, 1965.

MADHYA PRADESH

(1) The Jawaharlal Nehru Agricultural University (Amendment) Bill, 1965. (Sl. No. 2 of 1965).

(2) The Jawaharlal Nehru Agricultural University (Amendment) Bill, 1965 (Sl. No. 53 of 1965).

(3) The Madhya Pradesh University Laws (Amendment) Bill, 1965.

(4) The Madhya Pradesh Secondary Education Bill, 1965.

MADRAS

The Madurai University Bill, 1965.

MAHARASHTRA

(1) The Maharashtra Secondary Education Boards Bill, 1965.

(2) The Shivaji University (Amendment) Bill, 1965.

MYSORE

(1) The Mysore Public Libraries Bill, 1964.

(2) The Bangalore University (Amendment) Bill, 1965.

(3) The Karnatak and Mysore Universities (Amendment) Bill, 1965.

PUNJAB

(1) The Punjab Agricultural University (Amendment) Bill. 1965.

(2) The Kurukshetra University (Amment) Bill, 1965.

UTTAR PRADESH

(1) The Kanpur and Meerut Universities Bill, 1965.

(2) The Uttar Pradesh Universities (Provisions regarding Conduct of Examinations) Bill, 1965.

FINANCE

ANDHRA PRADESH

1. The Andhra Pradesh (Telangana Area) Land Revenue (Amendment) Bill, 1965.
2. The Andhra Pradesh Appropriation Bill, 1965.
3. The Andhra Pradesh Appropriation (No. 2) Bill, 1965.
4. The Andhra Pradesh Urban Areas (Surcharge on Property Tax) Amendment Bill, 1965.
5. The Andhra Pradesh Entertainments Tax (Amendment) Bill, 1965.
6. The Andhra Pradesh Sugarcane Crop Land Revenue Assessment Bill, 1965.
7. The Andhra Pradesh Money Circulation Schemes (Prohibition) Bill, 1965.
8. The Andhra Pradesh General Sales Tax (Amendment) Bill, 1965.
9. The Andhra Pradesh Appropriation (No. 3) Bill, 1965.
10. The Andhra Pradesh Appropriation (No. 4) Bill, 1965.
11. The Andhra Pradesh Appropriation (No. 5) Bill, 1965.

BIHAR

1. The Bihar Appropriation Bill, 1965.
2. The Bihar Appropriation (No. 2) Bill, 1965.
3. The Bihar Appropriation (Additional Expenditure) 1959-60, Bill, 1965.
4. The Bihar Urban Land Tax Bill, 1964.
5. The Bihar Appropriation (No. 3) Bill, 1965.

GUJARAT

1. The Gujarat Carriage of Goods Taxation (Amendment) Bill, 1964.
2. The Bombay Entertainments Duty (Gujarat Amendment) Bill, 1965.
3. The Bombay Motor Vehicles (Taxation of Passengers) (Gujarat Amendment) Bill, 1965.
4. The Gujarat (Supplementary) Appropriation Bill, 1965.
5. The Bombay Sales Tax (Gujarat Amendment) Bill, 1965.
6. The Gujarat Appropriation Bill, 1965.

7. The Gujarat Appropriation (Excess Expenditure) Bill, 1965.
8. The Bombay Land Revenue (Extension to Kutch Area and Amendment) Bill, 1965.
9. The Gujarat (Second Supplementary) Appropriation Bill, 1965.
10. The Gujarat Education Cess (Second Amendment) Bill, 1965.
11. The Bombay Motor Vehicles (Taxation on Passengers) (Gujarat Second Amendment) Bill, 1965.
12. The Bombay Entertainments Duty (Gujarat Second Amendment) Bill, 1965.
13. The Bombay Sales Tax (Gujarat Second Amendment) Bill, 1965.

JAMMU AND KASHMIR

1. Jammu and Kashmir Appropriation Bill, 1965.
2. Jammu and Kashmir Appropriation (No. 2) Bill, 1965.
3. The Jammu and Kashmir Appropriation (No. 3) Bill, 1965.
4. The Jammu and Kashmir Agricultural Income Tax (Amendment) Bill, 1965.
5. The Jammu and Kashmir Land Revenue (Amendment) Bill, 1965.

MADHYA PRADESH

1. The Madhya Pradesh Motor Vehicles (Taxation on Goods) Amendment Bill, 1965.
2. The Madhya Pradesh Appropriation Bill, 1965.
3. The Madhya Pradesh Motor Spirit Sales Taxation (Amendment) Bill, 1965.
4. The Madhya Pradesh Entertainment Tax (Amendment) Bill, 1965.
5. The Madhya Pradesh Electricity Duty (Amendment) Bill, 1965.
6. The Madhya Pradesh Motor Vehicles Taxation (Amendment) Bill, 1965.
7. The Madhya Pradesh General Sales Tax (Amendment) Bill, 1965.
8. The Madhya Pradesh Appropriation (Sl. No. 2) Bill, 1965.
9. The Satna Municipality (Validation of House Tax) Bill, 1965.
10. The Madhya Pradesh Appropriation (Sl. No. 3) Bill, 1965.
11. The Madhya Pradesh Sugarcane (Purchase Tax) Amendment Bill, 1965.
12. The Madhya Pradesh Motor Vehicles (Taxation on Passengers) Amendment Bill, 1965.
13. The Madhya Pradesh Excise Duty (Amendment) Bill, 1965.
14. The Madhya Pradesh Appropriation (Sl. No. 4) Bill, 1965.

MADRAS

1. The Madras Contingency Fund (Amendment) Bill, 1965.
2. The Madras Appropriation Bill, 1965.
3. The Madras General Sales Tax (Amendment) Bill, 1965.
4. The Madras Appropriation (No. 2) Bill, 1965.
5. The Madras Appropriation (No. 3) Bill, 1965.
5. The Madras Sales of Motor Spirit Taxation (Amendment) Bill, 1965.
7. The Madras Appropriation (No. 4) Bill, 1965.
8. The Agricultural Income Tax (Amendment) Bill, 1965.
9. The Madras Land Revenue and Water Cess (Surcharge) Bill, 1965.
10. The Madras Electricity (Taxation on Consumption) Amendment Bill, 1965.
11. The Madras Sales of Motor Spirit Taxation (Second Amendment) Bill, 1965.
12. The Madras General Sales Tax (Third Amendment) Bill, 1965.
13. The Madras Appropriation (No. 5) Bill, 1965.
14. The Madras Appropriation (No. 6) Bill, 1965.

MAHARASHTRA

1. The Maharashtra (Supplementary) Appropriation Bill, 1965.

2. The Bombay Betting Tax (Amendment) Bill, 1965.
3. The Bombay Sales Tax (Amendment) Bill, 1965.
4. The Maharashtra Appropriation Bill, 1965.
5. The Maharashtra (Second Supplementary) Appropriation Bill, 1965.
6. The Borough Municipalitics (Validation of Certain Taxes on Buildings and Lands) Bill, 1965.
7. The Maharashtra Taxation Laws (Amendment) Bill, 1965.
8. The Maharashtra (Third Supplementary) Appropriation Bill, 1965.

MYSORE

1. The Mysore Appropriation Bi l, 1965.
2. The Mysore Appropriation (No. 2) Bill, 1965.
3. The Mysore Appropriation (No. 3) Bill, 1965.
4. The Mysore Appropriation (No 4) .Bill, 1965
5. The Mysore Land Revenue (Amendment) Bill, 1965.
6. The Mysore Contingency Fund (Amendment) Bill, 1965.
7. The Mysore Sales of Motor Spirit Taxation (Amendment) Bill, 1965.
8. The Mysore Sales Tax (Amendment) Bill, 1965.
9. The Mysore Irrigation (Levy of Betterment Contribution and Water Rate) (Amendment) Bill, 1965.
10. The Mysore Motor Vehicles Taxation (Amendment) Bill, 1965.
11. The Mysore Appropriation (No. 5) Bill, 1965.

PUNJAB

1. The Punjab Appropriation Bill, 1965.
2. The Punjab Appropriation (No. 2) Bill, 1965.
3. The Punjab Passengers and Goods Taxation (Amendment) Bil', 1965.
4. The Punjab Urban Immovable Property Tax (Amendment) Bill, 1965.
5. The Punjab Entertainments Duty (Amendment) Bill, 1965.
6. The Punjab Appropriation (No. 3) Bill, 1965.
7. The Punjab Appropriation (No. 4) Bill, 1965.
8. The Punjab Motor Vehicles Taxation (Amendment) Bil', 1965.
9. The Punjab General Sales Tax (Amendment) Bill, 1965.
10. The Punjab Commercial Crops Cess (Amendment) Bill, 1965.

RAJASTHAN

1. The Rajasthan Taxation Laws (Amendment) Bill, 1965.
2. The Rajasthan Appropriation (No. 1) Bill, 1965.
3. The Rajasthan Appropriation (No. 2) Bi l, 1965.
4. The Rajasthan Appropriation (No. 3) Bill, 1965.
5. The Rajasthan Appropriation (No. 4) Bil', 1965.
6. The Rajasthan Appropriation (No. 5) Bill, 1965.

UTTAR PRADESH

1. The Uttar Pradesh Appropriation (First Supplementary, 1965-66) Bill, 1965.
2. The Uttar Pradesh Appropriation (Second Supplementary, 1964-65) Bill, 1965.
3. The Uttar Pradesh Sugarcane (Purchase Tax) (Amendment) Bi'l, 1965.
4. The Revenue Recovery (Uttar Pradesh Amendment) Bill, 1965.
5. The Uttar Pradesh Public Moneys (Recovery of Dues) Bill, 1965.
6. The Uttar Pradesh Appropriation Bill, 1965.
7. The Uttar Pradesh Appropriation (Regularisation of Excesses 1960-61) Bill, 1965.
8. The Uttar Pradesh Entertainments and Betting Tax (Amendment) Bill, 1965

9. The Uttar Pradesh (Nagar Kshettra) Bhumi aur Bhawan Kar (Sanshodhan) Vidheyak, 1965.

10. The Uttar Pradesh Malguzari Tatha Lagan Par Apatik Adhibhar Vidheyak, 1965.

11. The Uttar Pradesh Vritti, Vyapar, Ajivika Aur Sevayojan Kar Vidheyak, 1965.

GOA, DAMAN & DIU

1. The Goa, Daman and Diu Supplementary Appropriation (No. 1) Bill, 1965.

2. The Goa, Daman and Diu Sales Tax (Amendment) Bill, 1965.

3. The Goa, Daman and Diu Appropriation Bill, 1965.

MANIPUR

1. The Manipur Appropriation Bill (No. 2), 1965.

2. The Manipur Appropriation Bill (No. 3), 1965.

3. The Assam Sales Tax (Manipur Amendment) Bill, 1965.

4. The Manipur (Sales of Motor Spirit and Lubricants) Taxation (Amendment) Bill, 1965.

NAGALAND

1. The Nagaland Amendment Tax Bill, 1965.

2. The Nagaland Appropriation (No. 1) Bill, 1965.

3. The Nagaland Appropriation (No. 2) Bill, 1965.

PONDICHERRY

1. The Appropriation (No. 1) Bill, 1965.

2. The Appropriation (Vote on Account) Bill, 1965.

3. The Appropriation (No. II) Bill, 1965.

4. The Pondicherry Sugarcane Development and Levy of Cess Bill, 1965.

5. The Appropriation (No. III) Bill, 1965.

6. The Pondicherry Alcoholic Liquor (Consumption Duty) Amendment Bill, 1965.

7. The Pondicherry Motor Vehicles Taxation Bill, 1965.

TRIPURA

1. The Appropriation (Vote on Account) Bill, 1965.

2. The Appropriation (Supplementary Demands) Bill, 1965.

3. The Appropriation (General Budget) Bill, 1965.

4. The Bengal Excise (Tripura Amendment) Bill, 1965.

5. The Appropriation (No. 2) Bill, 1965.

6. The Tripura Tribal Inhabitants (House-Tax) Bill, 1965.

HEALTH AND HOUSING

GUJARAT

1. The Maternity Benefit (Gujarat Amendment) Bill, 1965.

2. The Gujarat Homoeopathic (Amendment) Bill, 1965.

JAMMU AND KASHMIR

The Jammu and Kashmir Drugs (Amendment) Bill, 1965.

MADRAS

1. The Madras Buildings Lease and Rent Control (Amendment) Bill, 1965.

2. The Glanders and Farcy (Madras Amendment) Bill, 1965.

MAHARASHTRA

1. The Maharashtra Medical Council's Bill, 1965.

2. The Maharashtra Ownership Flats (Regulation of the Promotion of Construction, Sale, Management and Transfer) (Extension of Duration) Bill, 1965.

MYSORE

1. The Mysore Corneal Grafting Bill, 1965.

2. The Mysore Maternity Benefit Repealing Bill, 1965.

3. The Bangalore Water Supply and Sewerage (Amendment) Bill, 1965.

PUNJAB

1. The Punjab Homoeopathic Practitioners Bill, 1964.

2. The Punjab Ayurvedic and Unani Practitioners (Amendment and Validation) Bill, 1965.

3. The Punjab State Legislatures Officers, Ministers and Members (Medical Facilities) Bill, 1965.

RAJASTHAN

The Rajasthan Premises (Control of Rent and Eviction) (Amendment) Bill, 1964.

NAGALAND

The Nagaland Town and Country Planning Bill, 1965.

PONDICHERRY

The Pondicherry Homoeopathic Practitioners' Bill, 1965.

LABOUR AND EMPLOYMENT

MADHYA PRADESH

1. The Madhya Pradesh Industrial Employment (Standing Order) Amendment Bill, 1965.

2. The Madhya Pradesh Industrial Relations (Amendment) Bill, 1965.

MYSORE

The Mysore Labour Welfare Fund Bill, 1964.

PUNJAB

1. The Punjab Labour Welfare Fund Bill, 1965.

2. The Punjab Industrial Establishments (National and Festival Holidays and Casual and Sick Leave) Bill, 1965.

UTTAR PRADESH

The Uttar Pradesh Labour Welfare Fund Bill, 1965.

LAND AND AGRICULTURE

ANDHRA PRADESH

1. The Andhra Pradesh (Andhra Area) Tenancy (Amendment) Bill, 1965.

2. The Andhra Pradesh (Telangana Area) Tenancy and Agricultural Land (Amendment) Bill, 1965.

3. The Andhra Pradesh (Andhra Area) Estates (Abolition and Conversion into Ryotwari) Amendment Bill, 1965.

4. The Andhra Pradesh (Andhra Area) Tenants and Ryots Protection (Amendment) Bill, 1965.

5. The Andhra Pradesh Irrigation (Construction and Maintenance of Water Courses) Amendment Bill, 1965.

6. The Andhra Pradesh (Telangana Area) Jagirs Commutation Regulation (Amendment) Bill, 1965.

BIHAR

1. The Bihar Bhoodan Yagna (Amendment) Bill, 1964.

2. The Bihar Public Irrigation & Drainage Works (Validating) Bill, 1964.

3. The Bihar Land Reforms (Amendment) Bill, 1965.

4. The Bihar Tenancy Laws (Amendment) Bill, 1964.

5. The Bihar Public Irrigation and Drainage Works (Amendment) Bill, 1965.

6. The Bihar Irrigation Field Channels Bill, 1965.

7. The Bihar Gramdan Bill, 1965.

GUJARAT

1. The Gujarat Agricultural Produce Markets (Amendment) Bill, 1965.

2. The Bombay Tenancy and Agricultural Lands (Gujarat Amendment) Bill, 1965.

3. The Gujarat Land Tenures Abolition Laws (Amendment) Bill, 1965.

4. The Gujarat Tenancy Law (Defence Personnel) (Amendment) Bill, 1965.

5. The Land Acquisition (Bombay Amendment) (Repeal) Bill, 1965.

JAMMU & KASHMIR

1. The Jammu & Kashmir Tenancy (Amendment) Bill, 1965.
2. The Jammu & Kashmir Mulberry Protection (Amendment) Bill, 1965.

MADHYA PRADESH

1. The Vindhya Pradesh Jagirdari Abolition and Land Reforms (Madhya Pradesh Amendment and Validation) Bill, 1965.
2. The Madhya Pradesh Ceiling on Land Holdings (Amendment) Bill, 1965.
3. The Madhya Pradesh Sahukar (Amendment) Bill, 1965.
4. The Land Acquisition (Madhya Pradesh Amendment) Bill, 1965.
5. The Indian Forest (Madhya Pradesh Amendment) Bill, 1965.

MADRAS

1. The Madras Cultivating Tenants Protection (Continuance) Bill, 1965.
2. The Madras Tenancy (Amendment) Bill, 1965.
3. The Madras Land Improvement Schemes (Amendment) Bill, 1965.
4. The Madras Land Reforms (Fixation of Ceiling on Land) Amendment Bill, 1965.
5. The Madras Inam Estates (Abolition and Conversion into Ryotwari) Amendment Bill, 1965.
6. The Madras Land Encroachment (Amendment) Bill, 1965.
7. The Madras City Tenants Protection (Amendment) Bill, 1965.
8. The Madras Preservation of Private Forests (Continuance) Bill, 1965.
9. The Madras Forest (Amendment) Bill, 1965.
10. The Madras Preservation of Private Forests (Amendment) Bill, 1965.
11. The Madras Agricultural Produce Markets (Amendment) Bill, 1965.
12. The Holdings (Stay of Execution Proceedings) (Madras Amendment) Bill, 1965.
13. The Madras Warehouses (Amendment) Bill, 1965.

MAHARASHTRA

1. The Bombay Agricultural Pests and Diseases (Amendment) Bill, 1965.
2. The Land Acquisition (Maharashtra Amendment and Validation of Certain Proceedings for Acquisition of Lands) Bill, 1965.
3. The Maharashtra Agricultural Lands (Ceiling on Holdings) (Amendment) Bill, 1965.
4. The Hyderabad Tenancy and Agricultural (Amendment) Bill, 1965.
5. The Agriculturists' Loans (Maharashtra Amendment) Bill, 1965.
6. The Tenancy and Agricultural Lands Laws (Amendment) Bill, 1965.
7. The Maharashtra Miscellaneous Alienations (in Hyderabad Enclaves) Abolition Bill, 1965.
8. The Poona Mutha River Flood Limits (Prohibition of Building) and Provision for Alternative Building Sites (Repeal) and Indemnity Bill, 1965.

MYSORE

1. The Mysore Irrigation Bill, 1965.
2. The Mysore Tenancy Laws (Amendment) Bill, 1965.
3. The Mysore Land Reforms (Amendment) Bill, 1965.
4. The Mysore Warehouses (Amendment) Bill, 1965.

PUNJAB

1. The Punjab Cattle Preservation Bill, 1965.
2. The Northern India Canal and Drainage (Punjab Amendment) Bill, 1965.
3. The Punjab Village Common Lands (Regulation) Amendment Bill, 1965.
4. The Punjab Warehouses (Amendment) Bill, 1965.

RAJASTHAN

1. The Rajasthan Tenancy (Amendment) Bill, 1965.
2. The Rajasthan Agricultural Produce Markets (Amending and Validating Provisions) Bill, 1965.

UTTAR PRADESH

1. The Uttar Pradesh Land Laws Amendment Bill, 1965.
2. The Uttar Pradesh Avas Evam Vikas Parishad Vidheyak, 1965.
3. The Indian Forest (Uttar Pradesh Amendment) Bill, 1965.

GOA, DAMAN & DIU

1. The Goa, Daman and Diu Agricultural Tenancy (Amendment) Bill, 1965.
2. The Goa, Daman and Diu Wild Animals and Wild Birds Protection Bill, 1965.

PONDICHERRY

The Indian Fisheries (Pondicherry Amendment) Bill, 1965.

LEGAL

ANDHRA PRADESH

(1) The Legal Practitioners (Andhra Pradesh Amendment) Bill, 1965.

(2) The Provincial Insolvency (Andhra Pradesh Extension and Amendment) Bill, 1965.

GUJARAT

(1) The Bombay Court Fees Gujarat (Amendment) Bill, 1965.

(2) The Gujarat Stamp Laws (Amendment) Bill, 1965.

(3) The Gujarat Surviving Alienation & Abolition (Amendment) Bill, 1965.

JAMMU & KASHMIR

(1) A Bill further to amend the Constitution of Jammu & Kashmir.

(2) A Bill to amend the Jammu & Kashmir Commission of Inquiry Act, 1965.

MADHYA PRADESH

(1) The Madhya Pradesh Amended Manual 'Chaura' Repealing Bill, 1964.

(2) The Madhya Pradesh Gift Articles (Unlawful Occupation) Bill, 1965.

MAHARASHTRA

1. The Madhya Pradesh Temporary Postponement of Execution of Decrees (Extension of Duration) Bill, 1965.
2. Sir Cowasjee Jahangir Baronetcy (Repealing) Bill, 1964.

MYSORE

1. The Mysore Civil Courts (Amendment) Bill, 1965.
2. The Code of Criminal Procedure (Mysore Amendment) Bill, 1965.

PUNJAB

The Indian Stamp (Punjab Amendment) Bill, 1965.

RAJASTHAN

1. The Rajasthan Pre-exemption Bill, 1962.
2. The Rajasthan Civil Courts (Amendment) Bill, 1965.

GOA, DAMAN & DIU

(1) The Goa, Daman and Diu General Clauses Bill, 1965.

(2) The Goa, Daman and Diu Usury Laws (Amendment) Bill, 1965.

(3) The Goa, Daman and Diu Suits Valuation Bill, 1965.

(4) The Goa, Daman and Diu Civil Courts Bill, 1965.

(5) The Goa, Daman and Diu Judicial Officers Protection Bill, 1965.

PONDICHERRY

(1) The Code of Criminal Procedure (Pondicherry Amendment) Bill, 1965.

(2) The Pondicherry General Clauses Bill, 1965.

(3) The Mahe Stay of Eviction Proceedings (Amendment) Bill, 1965.

(4) The Pondicherry Municipal Decree (Amendment) Bill, 1965.

PARLIAMENTARY AFFAIRS

BIHAR

(1) The Bihar Legislature (Members' Salaries & Allowances) (Amendment) Bill, 1965.

(2) The Bihar Legislature (Officers' Salaries & Allowances) (Amendment) Bill, 1964.

GUJARAT

The Gujarat Legislative Assembly Members' Salaries & Allowances (Amendment) Bill, 1965.

JAMMU AND KASHMIR

The Salaries and Allowances of Members of the Jammu and Kashmir State Legislature (Amendment) Bill, 1965.

RAJASTHAN

(1) The Rajasthan Legislative Assembly (Officers' and Members' Emoluments) (Amendment) Bill, 1965.

(2) The Rajasthan Legislative Assembly (Officers' and Members' Emoluments) (Second Amendment) Bill, 1965.

GOA, DAMAN & DIU

(1) The Goa, Daman and Diu Salaries and Allowances of Members of the Legislative Assembly (Amendment) Bill, 1965.

(2) The Goa, Daman and Diu Salaries and Allowances of the Speaker and Deputy Speaker (Amendment) Bill, 1965.

MANIPUR

The Standing Committee Chairman's (Salary and Allowances and Removal of Disqualification) Bill, 1965.

NAGALAND

Nagaland Legislative Assembly Members' Salaries and Allowances (Amendment) Bill, 1965.

PONDICHERRY

The Salaries and Allowances of Members of the Legislative Assembly (Pondicherry) Amendment Bill, 1965.

SOCIAL

ANDHRA PRADESH

The Andhra Pradesh (Andhra Area) Prohibition (Amendment) Bill, 1965.

GUJARAT

(1) The Bombay Rents, Hotels and Lodging House Rates Control (Gujarat Amendment) Bill, 1965.

(2) The Bombay Children (Extension to Kutch Area and Amendment) Bill, 1965.

MADHYA PRADESH

(1) The Madhya Pradesh Repealing of Law on Construction and Maintenance of Holy Places Bill, 1965.

(2) The Madhya Pradesh Prevention of Objectionable Advertisement Repealing Bill, 1965.

(3) The Madhya Pradesh Tribals (Interests in Trees) Protection (Amendment) Bill, 1965.

MADRAS

(1) The Madras Hindu Religious and Charitable Endowments (Amendment) Bill, 1965.

(2) The Madras Hindu Religious and Charitable Endowments (Second Amendment) Bill, 1965.

(3) The Madras Places of Public Resort (Amendment) Bill, 1965.

MAHARASHTRA

The Bombay Habitual Offenders (Amendment) Bill, 1965.

PONDICHERRY

1. The Pondicherry Dramatic Performance Bill, 1965.
2. The Pondicherry Animals and Birds Sacrifices Prohibition Bill, 1965.
3. The Pondicherry Gaming Bill, 1965.

TRANSPORT AND COMMUNICATIONS

GUJARAT

The Indian Ports (Gujarat Amendment) Bill, 1964.

JAMMU AND KASHMIR

The Jammu and Kashmir Motor Vehicles (Amendment) Bill, 1965.

MAHARASHTRA

The Maharashtra Requisitioning (and Control) of Motor Vehicles Bill, 1965.

APPENDIX IV

Ordinances issued during the period 1st January to 31st December, 1965

Sl. No.	Subject	Date of promulgation	Date on which laid before the Houses	Date of cessation	Remarks
1	2	3	4	5	6
	UNION				
1	The Income-tax (Amendment) Ordinance, 1965 . . .	6-1-1965	17-2-1965		Replaced by legislation.
2	The Aligarh Muslim University (Amendment) Ordinance, 1965 .	20-5-1965	16-8-1965		Do.
3	The Payment of Bonus Ordinance, 1965	29-5-1965	16-8-1965		Do.
4	The Railways (Employment of Members of the Armed Forces) Ordinance, 1965 . . .	29-9-1965	3-11-1965		Do
5	The Taxation Laws (Amendment and Miscellaneous Provisions) Ordinance, 1965 . . .	19-10-1965	3-11-1965		Do.
6	The Metal Corporation of India (Acquisition of Undertaking) Ordinance, 1965 . . .	22-10-1965	3-11-1965		Do.
	STATES				
	Andhra Pradesh				
1	The Andhra Pradesh Municipalities (Postponement of Elections) Ordinance, 1965	14-9-1965	18-11-1965(A) .. 19-11-1965(C)		Do.
2	The Andhra Pradesh Cooperative Societies (Amendment) Ordinance, 1965	19-10-1965	19-11-1965(A) 20-11-1965(C)		Do.
3	The Andhra Pradesh Civil Services (Disciplinary Proceedings Tribunal Amendment) Ordinance, 1965	21-10-1965	19-11-1965 (A) .. 20-11-1965 (C)		Do.
	Bihar				
1	The Bihar Land Reforms (Amendment) Ordinance, 1965 .	22-1-1965	1-2-1965		Do.

1	2	3	4	5	6
2	The Bihar University Laws (Amendment) Ordinance, 1965 . .	28-1-1965	19-7-1965		Replaced by legis'ation.
3	The Bihar Contingency Fund (Amendment) Ordinance, 1965 .	20-10-1965	6-12-1965	18-1-1966	Do.
4	The Bihar Waqf (Amendment) Ordinance, 1965	1-11-1965	6-12-1965(A) 7-12-1965(C)		Do.
5	The Bihar Gramdan Ordinance, 1965	2-10-1965	6-12-1965(A) 7-12-1965(C)		Do.
		Gujarat			
1	The Gujarat Panchayats and the Gujarat New Capital (Periphery) Control (Amendment) Ordinance, 1964.	18-11-1964	16-2-1965		Do.
2	The Gujarat Surviving Alienations Abolition (Amendment) Ordinance, 1965	13-1-1965	16-2-1965		Do.
		Jammu & Kashmir			
1	The Jammu & Kashmir Land Revenue (Amendment) Ordinance, 1965.	5-1-1965	13-3-1965		Do.
2	The Jammu & Kashmir Village Industries Board Ordinance, 1965 .	3-1-1965	13-3-1965		Do.
3	The Jammu & Kashmir Criminal Law (Amendment) Ordinance, 1965.	7-5-1965	..	..	Do.
		Madhya Pradesh			
1	The Madhya Pradesh Municipal Corporation (Amendment) Ordinance, 1965	4-1-1965	9-2-1965		Do.
2	The Madhya Pradesh Motor Vehicles (Taxation of Goods) Amendment Ordinance, 1965 .	12-1-1965	9-2-1965		Do.
3	The Madhya Pradesh ' Tendu ' Leaves (Trade Regulation) Manual Amendment Ordinance, 1965	11-5-1965	23-8-1965		Do.
4	The Madhya Pradesh University Laws (Amendment) Ordinance, 1965	22-5-1965	23-8-1965		Do.
5	The Madhya Pradesh Assistance Undertaking (Special Provisions) Ordinance, 1965 . . .	23-7-1965	23-8-1965	..	Do.

1	2	3	4	5	6
6	The Madhya Pradesh Local Authorities (Postponement of Elections) Ordinance, 1965 . .	20-9-1965	8-2-1966		Replaced by legislation.
7	The Indira Arts & Music University (Amendment) Ordinance, 1965	20-9-1965	8-2-1966		Do.
8	The Jawaharlal Nehru Agricultural University (Amendment) Ordinance, 1965	25-9-1965	8-2-1966		Do.
9	The Madhya Pradesh Secondary Education (Amendment) Ordinance, 1965	13-10-1965	8-2-1966	..	Do.
10	The Madhya Pradesh Secondary Education (Second Amendment) Ordinance, 1965 . . .	24-10-1965	8-2-1966	..	Do.
11	The Madhya Pradesh Panchayat (Amendment) Ordinance, 1965 .	30-12-1965	8-2-1966		Do.
	Madras				
1	The Madras Hindu Religious and Charitable Endowments (Amendment) Ordinance, 1965 .	16-7-1965	27-7-1965(A) 31-7-1965(C)	1-9-1965	Do.
	Maharashtra				
1	The Bombay State Guarantees (Amendment) Ordinance, 1965 .	22-1-1965	15-2-1965		The Ordinance was allowed to lapse.
2	The Land Acquisition (Maharashtra Amendment and Validation of certain Proceedings for Acquisition of Lands) Ordinance, 1965	11-2-1965	15-2-1965	26-3-1965	Replaced by legislation.
3	The Bombay Provincial Municipal Corporations and City of Nagpur Corporation (Amendment) Ordinance, 1965	3-6-1965	12-7-1965	17-8-1965	Do.
4	The Ambernath Interim Municipalities (Constitution and Actions) Validation Ordinance, 1965 .	15-10-1965	22-11-1965	14-12-1965	Do.
5	The Land Revenue Code, Village Panchayats and Zilla Parishads (Amendment) Ordinance, 1965	20-10-1965	22-11-1965	18-12-1965	Do.
	Mysore				
1.	The Mysore Local Authorities (Postponement of Elections and Continuation of Administrators) Ordinance, 1965 . .	14-9-1965	11-10-1965	29-12-1965	..

1	2	3	4	5	6
2	The Mysore State Civil Services Class III Posts Recruitment (Validation) Ordinance, 1965 .	24-9-1965	11-10-1965	29-12-1965	Replaced by legislation.
		Punjab			
	The Punjab Official Languages (Amendment) Ordinance, 1965 .	8-1-1965	24-2-1965	4-4-1965	Do.
		Rajasthan			
1	The Rajasthan Panchayat Samitis and Zila Parishads (Second Amendment) Ordinance, 1964 .	29-12-1964	25-2-1965	..	Do.
2	The Rajasthan Certain Municipalities (Continued Existence and Constitution and Proceedings of Boards) Validating Ordinance, 1965	9-1-1965	25-2-1965	..	Do.
3	The Rajasthan Municipalities (Amendment) Ordinance, 1965 .	25-5-1965	21-9-1965	..	Do.
4	The Rajasthan Panchayat Samities and Zila Parishads (Amendment) Ordinance, 1965 . .	17-7-1965	21-9-1965	..	Do.
5	The Rajasthan Agricultural Produce Markets (Amending and Validating Provisions) Ordinance, 1965	26-8-1965	21-9-1965	..	Do.
6	The University of Rajasthan (Amendment) Ordinance, 1965	6-11-1965	..	..	..
7	The Rajasthan Premises (Control) and Rent and Eviction (Amendment) Ordinance, 1965 .	22-11-1965		..	Do.
8	The Rajasthan Passengers and Goods Taxation (Amendment) Ordinance, 1965	3-12-1965	..		..
		Uttar Pradesh			
1	The Uttar Pradesh Vigilance Establishment Ordinance, 1965 .	5-1-1965	8-2-1965	18-3-1965	Replaced by legislation.
2	The Uttar Pradesh Sugar Cane (Purchase Tax) (Amendment) Ordinance, 1965 . .	7-1-1965	8-2-1965	12-3-1965	Do.
3	The Uttar Pradesh Land (Eviction and Recovery of Rent and Damages) (Amendment) Ordinance, 1965	27-1-1965	8-2-1965	12-3-1965	Do.

1	2	3	4	5	6
4	The Uttar Pradesh Sthaniya Nikaya (Alapakalik Vyavastha) (Dwitiya Sanshodhan) Adhyadesh, 1965 .	28-6-65	2-8-1965	28-8-1965	Replaced by legislation.
5	The Uttar Pradesh Kshettra Samitis and Zila Parishad (Sanshodhan) Adhyadesh, 1965	15-7-1965	2-8-1965	24-9-1965	Do.
6	The Uttar Pradesh Universities (Appointment of Vice-Chancellors) (Amendment and Validation) Ordinance, 1965	4-12-1965	28-1-1966	..	Do.
7	The Uttar Pradesh Sthaniya Nikaya (Alapakalik Vyavastha) (Tritiya Sanshodhan) Adhyadesh, 1965 .	23-12-1965	28-1-1966		Do.
8	The Uttar Pradesh Intermediate Education (Amendment) Ordinance, 1965	24-12-1965	28-1-1966	..	Do
9	The Uttar Pradesh Industrial Disputes (Amendment) Ordinance, 1965	24-12-1965	28-1-1966	..	Do.
10	The Hastinapur Town Development Board (Continuance) Ordinance, 1965	29-12-1965	28-1-1966	..	Do.

GMGIPND—LS I—1464 (c) LS—23-11-66—300.